REAUTHORIZATION OF TITLE I OF THE DOMESTIC VOLUNTEER SERVICE ACT OF 1973

HEARING

BEFORE THE

SUBCOMMITTEE ON SELECT EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

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Hearing held in Washington, DC, on February 26, 1986

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REAUTHORIZATION OF TITLE I OF THE DOMESTIC VOLUNTEER SERVICE ACT OF 1973

WEDNESDAY, FEBRUARY 26, 1986

House of Representatives,
Committee on Education and Labor,
Subcommittee on Select Education,
Washington, DC.

The subcommittee met, pursuant to call, at 10 a.m., in room 2257, Rayburn House Office Building, Hon. Pat Williams (chairman of the subcommittee) presiding.

Members present: Representatives Williams, Biaggi, Hayes, and Bartlett.

Staff present: S. Gray Garwood, staff director; Colleen Thompson, legislative assistant; David Esquith, minority legislative associate.

Mr. Williams. This meeting of the Select Education Subcommittee will come to order for the purpose of hearing testimony on the reauthorization of the National Volunteer Anti-Poverty Programs, as established by title 1 of the Domestic Volunteer Service Act of 1973. These programs, of course, include Volunteers in Service to America [VISTA], Service Learning Programs, and Special Volunteer Programs.

Throughout our history, volunteerism has played a crucial role. It is through volunteer activities that we express care and concern for our neighbors, our community, our country and in the end ourselves. Lending a hand to help people help themselves is what VISTA is all about. For more than 20 years now, the primary goal of VISTA has been to address and alleviate the human, social, and environmental problems of the poor and disadvantaged within our Nation. Working in communities for a subsistence allowance, VISTA volunteers help communities respond to those problems.

The need for such programs has increased rather than diminished. Currently, 35 million Americans live in poverty. An additional 12 million live at its edge. The need for food, shelter, basic education, and jobs is staggering. VISTA can and does play a critical role in dealing with these new poverty challenges that our country now faces.

Current authorization for the Domestic Volunteer Service Act expires this year. With that in mind, I've introduced legislation to authorize title 1 of this act at such sums as may be necessary for fiscal year 1987. This strategy affords me and my colleagues on this committee adequate time to determine how the VISTA Program is currently functioning and what, if any, changes need to be made to the enabling statute. Today's hearing is our first step toward that reauthorization.

This morning, we'll be hearing from a number of witnesses about current VISTA efforts, and we also will explore the possibilities of an expanded role for voluntary service within America. It is unfortunate that the administration has yet to offer us any new or concrete proposals. They know the program is expiring, and they have been aware of our time line for some time, so we regret that they have not shared with us and with others the details of their proposals. Perhaps that will change today.

We welcome, of course, all of the witnesses that are with us today, and our first witness is the Director of the ACTION Agency, Donna Alvarado. Ms. Alvarado, it's nice to see you again, and we're delighted you're with us. You're entire testimony will be accepted into the record, and you may present it as you wish.

STATEMENT OF DONNA M. ALVARADO, DIRECTOR, ACTION AGENCY

Ms. Alvarado. Thank you very much, Mr. Chairman. I would like to introduce at this time my colleagues who are joining me at the table, and they are Mr. Rick Ventura, the Deputy Director of ACTION; Mr. Dan Bonner, the Associate Director for Domestic Operations in the Anti-Poverty Program; and Mr. Lowell Genebach, our Budget Officer.

Mr. Chairman, I appreciate the opportunity to appear before you. I would ask that my full statement be entered into the record, and I will summarize.

Mr. Williams. Without objection.

Ms. Alvarado. I'm very happy to be here to discuss with you the reauthorization of the Domestic Volunteer Service Act which established ACTION, the national volunteer agency. ACTION, under this reauthorization would continue to promote voluntary service by Americans for Americans.

My first year as Director of ACTION has convinced me that we can solve many of the challenges facing our communities if we fully develop available volunteer resources. More than 400,000 citizens served as ACTION volunteers in fiscal year 1985. They contributed services worth over $350 million to our Nation, a return of almost 150 percent on our Federal investment, but the true value of volunteers really cannot be measured only in dollars.

When VISTA volunteers help women heading households end welfare dependency and enter the work force, when older volunteers teach illiterate citizens to read or help young people to abandon drugs, our society gains in every way. As President Reagan has stated, we can never fully measure the positive effects that each kind word or deed has upon this great and wonderful land.

To continue this essential work, the administration requests that the Domestic Volunteer Service Act be reauthorized for 3 years. In the administration's legislative proposal which I will transmit shortly to Congress, the authorization request conforms to the President's fiscal year 1987 budget.

For 1987, VISTA would be reauthorized at $17.89 million. Service learning activities would be reauthorized at $1.368 million, and citizen participation and demonstration activities would be authorized at $1.801 million. For administration and program support, the bill would authorize $25 million. The total authorization request for 1987 including $103,806,000 for the older American volunteer programs authorized under title 2 of the act is $149,865,000. For 1988 and fiscal year 1989, the administration requests that the authorization language provide such sums as may be necessary.

In addition, the administration bill includes several programmatic changes under title 1. It will include a new preamble that specifies ACTION's responsibility for fostering volunteerism. The current act contains statement of purpose for each title, but contains no general mission statement for the agency as a whole.

The administration bill would clarify the Director's authority to develop private sector support for ACTION's programs. Our programs have demonstrated an outstanding return of value for each dollar appropriated. Considering the recent efforts of the President and the Congress to balance the budget, Federal resources will be limited in the future. This provision would allow the agency greater flexibility in the development of private sector initiatives and enhance support for volunteer programs.

Our draft bill includes an amendment that would reestablish the agency's advisory council which expired at the end of 1985. This is necessary because the ACTION Volunteer Advisory Council significantly contributed to the agency's ability to accomplish its mission. Moreover, the council provided the agency more of an opportunity to garner community and private sector resources which, in turn, stimulate and motivate volunteering.

Finally, our bill would make clear that the evaluation of programs should be scheduled according to need. The proposed amendment would require evaluations as the need arises. With this change, evaluation planning and implementation would be accomplished more effectively and efficiently with a reduction in overall costs.

I urge the subcommittee to consider and enact the amendments contained in the administration bill. These changes will enable ACTION to maintain volunteer levels and promote interest in volunteerism generally despite shrinking Federal resources. I would like briefly to share with the subcommittee the accomplishments of our programs over the past year and our plans for the future.

Volunteers in Service to America [VISTA], ACTION's oldest program, has worked to alleviate poverty in America since 1964 by helping low-income individuals achieve self-sufficiency. VISTA volunteers are assigned to public and private nonprofit organizations throughout the United States. In fiscal 1985, VISTA contributed 2,200 volunteer service years to more than 500 communities. VISTA volunteers live and work among the poor. The VISTA program meets the most basic needs of low income people in the areas of hunger, homelessness, illiteracy, and unemployment. Other program emphasis areas include youth and adult victims of physical and chemical abuse, as well as problems faced by low-income seniors and disabled individuals.

There are 884 VISTA volunteers serving in 200 VISTA projects involved in providing food and shelter to low-income people. For example, in Dallas, TX, VISTA has worked with a coalition of churches providing food and emergency shelter for the needy. VISTA assists in fund-raising activities as well as recruiting community volunteers to work with needy clients.

To date, volunteer and community participation have increased by 100 percent, and $33,550 has been raised. A comprehensive food drive was developed to assure continuous donations of food from churches, and a low- and moderate-income housing referral service was created in order that eligible homeless clients can be easily placed in affordable housing.

There are currently 640 VISTA volunteers serving in 112 VISTA projects providing literacy services. In a VISTA project in Helena, MT, three VISTAs are recruiting and training English as a second language tutors to provide literacy training to Laotian families and are also identifying sponsor families in the community who will provide support services to newly arrived refugees.

One of my goals is to increase VISTA's profile to insure that people from all walks of life know that volunteer opportunities are available to them through VISTA.

In the service learning area, one of ACTION's principal objectives in expanding volunteerism in the United States is to develop a greater commitment on the part of American youngsters to our democratic and free society and to recognize that every citizen, young and old, should be given the opportunity to contribute their time and talent to improving their communities in the Nation at large.

The Young Volunteers in ACTION Program was developed by ACTION in 1981 as a model for students aged 14 to 22. Volunteers gain leadership skills as they serve in community projects. As of this fiscal year, students have given more than 1.5 million hours of service in 43 projects.

ACTION also funded Big Brothers, Big Sisters to widen the scope of their well established program.

ACTION's demonstration grants have enabled communities to test and replicate innovative approaches to alleviating chronic social problems through the development of effective volunteer efforts. Currently demonstration grants are given in the areas of education and prevention of drug use by youth, illiteracy, refugee resettlement, runaway youth, economic stagnation. This is only a portion of the areas that are being addressed in the demonstration grant area.

My statement details the effective use of grants in combatting poverty in the Texas Rio Grande Valley, combatting drug abuse in Illinois and Pennsylvania, helping runaway and homeless youth problems in New York City and providing support systems for refugees in Florida.

In support of the President's Federal strategy for the prevention of drug abuse and drug trafficking, ACTION has developed a comprehensive focus spanning most of our programs to develop prevention activities which stipulate the participation of volunteers in the private sector.

Through demonstration grants, ACTION has formed statewide coalitions of volunteer parent groups in 25 States across the country, following the successful model of the Texas War on Drugs. This strategy united fragmented volunteer parent groups into a single statewide coalition for the purpose of expanding the number of volunteers in prevention efforts.

In addition to demonstration grants, in fiscal year 1986, ACTION has 464 VISTA volunteers serving in 78 drug and/or alcohol abuse projects, 417 Foster Grandparents in 47 projects are assigned to drug abuse rehabilitation sites, and 3,500 RSVP volunteers in 129 projects are assigned to drug abuse rehabilitation sites.

The State Office of Voluntary Citizen Participation Program was created in 1974. Since then, 45 States and Puerto Rico have received grants to establish offices, usually administered by the offices of the Governor to support State and local volunteer programs. The offices offer numerous services including providing technical assistance, training and materials and conducting conferences and workshops. The program is so successful that 25 of the offices are now operating independently while seven other States are currently receiving ACTION funding.

ACTION will continue to carry out the President's mission of developing private sector initiatives while improving Federal management by wisely using each tax dollar in making Government more responsive to the American public. Our goals for the next 3 years include: to expand opportunities for volunteers to meet current and emerging needs in America's communities; to guide projects toward increased self-sufficiency; to develop and sustain standards of excellence in existing ACTION programs; and, to improve agency management.

America's volunteer spirit goes well beyond ACTION's core programs. We will tap the enormous resources our citizens offer. We will intensify and extend involvement with individuals, businesses, nonprofit organizations and other Federal, State and local governments to create new, lasting volunteer programs.

A major objective is to help community projects become self-sufficient. We must not create programs that fail when Federal funding ends. ACTION helps community projects get started and develop the operational excellence that attracts local funding. ACTION convenes public and private sector representatives to create new partnerships.

The ACTION record is a road map for the future. More than ever, America needs programs that build citizen independence and self-sufficiency and that establish cost effective, lasting solutions through local volunteerism. Reauthorization of the Domestic Volunteer Service Act of 1973 will continue these efforts of people helping to solve community problems through voluntary citizen service. This concludes my statement. Thank you very much, Mr. Chairman.

Mr. Williams. Thank you, Madam Director.

[Prepared statement of Donna Alvarado follows:]

PREPARED STATEMENT OF DONNA M. ALVARADO, DIRECTOR, ACTION AGENCY

Mr. Chairman, I am pleased to appear before you today to discuss reauthorization of the DOMESTIC VOLUNTEER SERVICE ACT which established ACTION, the national volunteer agency. ACTION, under this reauthorization, would continue to promote voluntary service by Americans for Americans.

My first year as Director of ACTION has convinced me that we can solve many of the challenges facing our communities if we fully develop available volunteer resources.

More than 400,000 citizens served as ACTION Volunteers in Fiscal Year 1985. They contributed services worth over $350,000,000 to our nation, a return of almost 150% on our investment. But the true value of volunteers can't be measured only in dollars. When VISTA volunteers help women heading households end welfare dependency and enter the workforce, when older volunteers teach illiterate citizens to read or help young people abandon drugs, our society gains in every way. As President Reagan has said, "We can never fully measure the positive effects that each kind word or deed has upon this great and wonderful land."

ADMINISTRATION REQUEST

To continue this essential work, the Administration requests that the Domestic Volunteer Service Act be reauthorized for three years. In the Administration's legislative proposal, which I will transmit shortly to Congress, the authorization request conforms to the President's FY 1987 budget. For 1987, VISTA would be reauthorized at $17.89 million. Service Learning activities would be reauthorized at $1.368 million, and Citizen Participation and Demonstration activities would be reauthorized at $1.801 million.

For administration and program support, the bill would authorize $25 million. The total authorization request for 1987, including $103.806 million for the Older American Volunteer Programs authorized under Title II of the Act, is $149.865 million.

For FY 1988 and FY 1989 the Administration requests that the authorization language provide "such sums as may be necessary".

In addition, the Administration bill includes several programmatic changes under Title IV. It also contains several changes to Title II, but those will not be discussed in this testimony, as the Older American Volunteer Program's are beyond the scope of this hearing.

The bill will include a new preamble that specifies ACTION's responsibility for fostering voluntarism. The current act contains a statement of purpose for each Title, but contains no general mission statement for the agency as a whole.

The Administration bill would clarify the Director's authority to develop private sector support for ACTION's programs. Our programs have demonstrated an outstanding return of value for each dollar appropriated. Considering the efforts of the President and Congress to balance the budget, federal resources will be limited in the future. This provision would allow the Agency greater flexibility in the development of private sector initiatives and enhanced support for volunteer programs.

Our draft bill includes an amendment that would re-establish the National Voluntary Service Advisory Council which expires at the end of 1985. This is necessary because the Council significantly contributed to the Agency's ability to accomplish its mission. Moreover, the Council provided the Agency more of an opportunity to garner community and private sector resources which, in turn, stimulate and motivate volunteerism.

And finally, our bill would make clear that the evaluation of programs should be scheduled according to need. The proposed amendment would require evaluations as the need arises. With this change, evaluation planning and implementation would be accomplished more efficiently, and with a reduction in overall costs.

I urge the Subcommittee to consider and enact the amendments contained in the Administration bill. These changes will enable ACTION to maintain volunteer levels and promote interest in voluntarism generally, despite shrinking federal resources.

I would like to share with the Subcommittee the accomplishments of our programs in Title I over the past year and our plans for the future.

VOLUNTEERS IN SERVICE TO AMERICA

VISTA, Volunteers in Service to America, ACTION's oldest program, has worked to alleviate poverty in America since 1964 by helping low-income individuals achieve self-sufficiency. VISTA volunteers are assigned to public and private non-profit organizations throughout the United States. In fiscal year 1985, VISTA contributed 2,200 volunteer service years to more than 500 communities.

VISTA fosters long-term, working relationships among sponsor organizations, the communities, and the private sector. Sponsors are encouraged to secure private sector support and recruit part-time local volunteers so that projects can keep going after federal assistance ends.

VISTA volunteers live and work among the poor. The VISTA program meets the most basic needs of low-income people in the areas of hunger, homelessness, illiteracy, and unemployment. Other program emphasis areas are youth and adult victims of physical and chemical abuse, as well as problems faced by low-income seniors and by disabled individuals.

There are 884 VISTA volunteers serving in 200 VISTA projects involved in providing food and shelter to low-income people. For example, in Dallas, Texas, VISTAs work with a coalition of churches providing food and emergency shelter for the needy. VISTAs assist in fund-raising activities, as well as recruiting community volunteers to work with needy clients. To date, volunteer and community participation have increased by 100%, and $33,550 has been raised. A comprehensive food drive was developed to assure continuous donations of food from churches, and a low and moderate income housing referral service was created in order that eligible homeless clients can be easily placed in affordable housing.

One hundred and four VISTA volunteers in 24 projects across the U.S. are providing services to victims of domestic violence. In Helena, Montana, for example, thirteen VISTA volunteers are recruiting and training community volunteers to provide short-term emergency services for battered spouses and their children and long-term resource development to make the domestic violence shelters self-sustaining.

In another VISTA project in Helena, three VISTAs are recruiting and training "English as second language" tutors to provide literacy training to Laotian families and are also identifying sponsor families in the community who will provide support services to newly-arrived Laotian refugees. There are currently 640 VISTA volunteers serving in 112 VISTA projects providing literacy services.

We at ACTION have been reviewing our administrative and monitoring processes. As a result, we have shortened the time for headquarters approval for new projects from 90 days to 45 days. Renewals for existng projects are now handled completely at the regional level.

One of my goals for VISTA is to increase its profile in the volunteer community. We have recently taken steps to ensure that people from all walks of life know that volunteer opportunities are available to them through VISTA.

We created a new VISTA poster and recruitment brochure with the message, "Serve in the U.S.A., Be a VISTA volunteer, the adventure begins at home." We are in the process of distributing 25,000 copies of it to government offices around the country including post offices, and to the volunteer network.

We are also producing four VISTA radio Public Service Announcements. These PSA's will be completed during this quarter and will be distributed to over 10,000 radio stations nation-wide.

And finally, we produced three new technical assistance manuals - one for publicity, one for fund-raising and planning, and one for recruitment. These were specifically designed to assist VISTA sponsors in effectively carrying out their work. Local sponsors will be able to use these guides to garner local publicity and resources in support of their VISTA volunteers.

SERVICE LEARNING

One of ACTION's principal objectives in expanding voluntarism in the U.S. is to develop a greater commitment on the part of American youngsters to our democratic and free society; every citizen - young and old - should be given the opportunity to contribute time and talent to their communities and the nation. ACTION continues to emphasize youth and work with business and corporate communities to increase their partnerships with young people.

ACTION's National Center for Service Learning provides training, resources, and technical assistance to high school, college and community organizations that develop service-learning volunteer programs. The Center also provides assistance to existing local volunteer programs. For example, this year the NCSL has plans to conduct 4 literacy forums across the country to train existing volunteer programs in literacy service. The forums have so far been extremely well attended and participants have praised the seminars as responding a real unmet need in their communities.

ACTION also funded efforts by Big Brothers/Big Sisters to widen the scope of their well-established program.

The Young Volunteers in ACTION program was developed by ACTION in 1981 as a model for students age 14 to 22. Volunteers gain leadership skills as they serve in community projects. As of this fiscal year, students have given more than 1.5 million hours of service in 43 projects.

The YVA projects have been particularly successful in the fight against illiteracy. Thirty-three YVA projects emphasize literacy service. Their literacy activities include providing assistance to Head Start programs for pre-schoolers, to educational institutions through tutoring programs, and to other non-profit organizations in need of literacy service. These projects have received praise from faculty members and have proven to be successful with below-average students who are uncomfortable asking teachers to spend long periods of time reviewing class material with them after school.

DEMONSTRATION GRANTS

ACTION's demonstration grants have enabled communities to test and replicate innovative approaches to aleviating chronic social problems through the development of effective volunteer efforts. Currently, emphasis areas are drug use by youth, illiteracy, refugee resettlement, runaway youth, and economic stagnation in areas such as the Texas Rio Grande Valley.

In addition to these continuing emphasis areas, ACTION is exploring new initiatives in using volunteers to help provide independent living skills, including job search and employment skills, to graduates of foster care homes. We are exploring the use of volunteer service to assist farm families in crisis whether it be financial counselling, vocational training or career training. We are committed to continuing efforts to help break the poverty cycle through the use of volunteers in innovative ways.

For example, the Illinois Drug Education Alliance in Carlinsville is using its demonstration grant to organize a statewide network of volunteer parent groups focusing on preventing the use of drugs by youth. Also, a demonstration grant to Pennsylvanians Aware in Hollidaysburg, enabled that organization to establish a statewide volunteer parent group network.

Covenant House in New York City is establishing a long-term residential and job training program for runaway and older homeless youth at its runaway shelter.

Lutheran Social Services of Northeast Florida in Jacksonville is assisting refugees by providing them supportive services to obtain and maintain employment.

In the lower Rio Grande Valley area of Texas, Hidalgo Women's Employment and Education, Inc. of McAllen is providing employment readiness training to women, particularly single parents receiving welfare, and assisting them in obtaining employment and leaving the public assistance rolls. Meanwhile, Community Action Program-West in San Antonio is conducting literacy programming for both adults and youth.

The flexible nature of the demonstration grants allows the Agency to respond to social concerns with innovation and speed. We are proud of our track record in this field.

DRUG EDUCATION AND PREVENTION

In support of the President's Federal Strategy for Prevention of Drug Abuse and Drug Trafficking, ACTION has developed a comprehensive focus spanning most of our programs to develop prevention activities which stimulate the participation of volunteers and the private sector.

Through demonstration grants, ACTION has formed statewide coalitions of volunteer parent groups in 25 states across the country, following the successful model of "Texas War on Drugs." This strategy united fragmented volunteer parent groups into a single statewide coalition for the purpose of expanding the numbers of volunteers and prevention efforts. ACTION's innovations to this formula encourage each newly-formed coalition to hold statewide educational conferences and town meetings in order to expand outreach efforts to concerned citizens. This program now operates in 25 states as a result of one-year seed Demonstration Grant funding from ACTION. Other states have followed this model and are totally supported by the private-sector. In every case, upon expiration of ACTION funding, the group maintains its programs and often expands its services and outreach efforts.

The remainder of ACTION demonstration grants in this focus area have been used to develop materials and help establish a nationwide resource center for these parent groups to utilize.

In addition to demonstration grants, in FY 86 ACTION has 164 VISTA volunteers serving 78 drug and/or alcohol abuse projects. Their activities include:

- developing peer counseling among high school students;
- establishing alcohol and drug prevention projects in communities and schools;
- creating community awareness of the hazards of alcohol and drug abuse.

Foster Grandparents are also active in combatting drug abuse: 417 Foster Grandparents in 47 projects are assigned to drug abuse rehabilitation sites. This represents an agency commitment of $1,338,510.

Withing RSVP, ACTION has 3,500 volunteers in 129 projects assigned to drug abuse rehabilitation sites. This represents a commitment of $280,000.

Finally, approximately 75% of all Senior Companions currently serve the homebound elderly. In-home care provided by these volunteers includes, but is not limited, to those susceptible to or actually suffering from drug and substance abuse.

STATE OFFICE OF VOLUNTARY CITIZEN PARTICIPATION

The State Office of Voluntary Citizen Participation program was created in 1974. Since that date, forty-five states and Puerto Rico have received grants to establish offices, usually administered by the Offices of the Governor, to support state and local volunteer programs. The offices offer numerous services including providing technical assistance, training, and materials, and conducting conferences and workshops. The program is so successful that 25 of the offices are now operating independently, while seven other states are currently receiving ACTION funding.

FUTURE GOALS

ACTION will continue to carry out the President's mission of developing private sector initiatives, while improving federal management by wisely using each tax dollar and making government more responsive to the American public. Our goals for the next three years are: (1) to expand opportunities for volunteers to meet current and emerging needs in America's communities; (2) to guide projects toward increased self-sufficiency; and (3) to improve agency management.

America's volunteer spirit goes well beyond ACTION's core programs. We will tap the enormous resources our citizens offer. We will intensify and extend involvement with individuals, businesses, non-profit organizations, and other federal, state and local governments to create new, lasting volunteer programs.

A major objective is to help community projects become self-sufficient. We must not create programs that fail when federal funding ends. ACTION helps community projects get started and develop the operational excellence that attracts local funding. ACTION convenes public and private sector representatives to create new partnerships.

The ACTION record is a roadmap for the future. More than ever America needs programs that build citizen independence and self-sufficiency -- that estabish cost-effective, lasting solutions through local voluntarism. Reauthorization of the DOMESTIC VOLUNTEER SERVICE ACT of 1973 will continue these efforts of people helping to solve community problems through voluntary citizen service.

Mr. BARTLETT. Ms. Alvarado, we very much appreciate your testimony today, which is well prepared and well thought out. Let me try to ask a few questions in terms of some of the things you're proposing and also the current program. Do you make it a point to personally visit VISTA projects since you've been Director?

Ms. ALVARADO. Congressman Bartlett, that's a favorite part of my job. Getting out to the field where our volunteers are doing the things they do best in our communities. I have visited numerous VISTA projects, and I have talked with VISTA volunteers directly as well as with the sponsors and supervisors. Every time I go out to the field, I make an effort to visit every type of ACTION project in that area.

Mr. BARTLETT. I wonder if you could describe for us in qualitative terms, would you describe VISTA volunteers as having an impact on the community or an impact on individuals or some of both, and could you give us some examples of each?

Ms. ALVARADO. I would say that the VISTA volunteers have an impact on both their communities and the individuals served. We encourage our VISTA volunteers to develop community support for the VISTA programs, and in so doing, they are mobilizing other volunteers who will be able to continue the services to the community after the VISTA grant or the VISTA moneys expire, because most of the VISTA programs run for about 3 years.

I would say very emphatically that our VISTA volunteers across America are having a genuine, lasting and positive effect on their communities and on the individuals who have human needs related to poverty, thereby enabling these individuals to become self-sufficient.

Mr. BARTLETT. I wonder if you could provide either now or for the record, not a comprehensive list, but some examples of VISTA volunteers that started a project that serves people, developed community support for it, and then left it, and the project is now functioning.

[Information requested follows:]

BLUE RIDGE FOOD BANK, STAUNTON, VA

The Blue Ridge Food Bank, headquartered in Staunton, Virginia initially received VISTA Volunteers three years ago to start up satellite branches of the Food Bank in Charlottesville and Winchester, Virginia.

The VISTA Volunteers contacted food wholesalers and retailers for distributions of food stuffs, set up local distribution centers, and publicized the existence of the satellite centers among local social service agencies serving the poor. They also solicited private donations to support the Food Bank's activities.

As a result of increased usage by the local agencies, which pay 10 cents/lb. for food which they, in turn, distribute to low-income people, as well as the private contributions, the satellite centers set up by the VISTAs became financially self-sufficient. Additionally, the VISTA volunteers recruited part-time volunteers from the community to handle the food distribution and transportation activities.

GREATER BIRMINGHAM MINISTRIES, BIRMINGHAM, AL

The Greater Birmingham Ministries (GBM) was approved as a VISTA sponsor in September, 1983 for the assignment of four (4) VISTA Volunteers. GBM is an urban mission agency comprised of eight church denominations which provide services such as food, health care, clothing, and shelter to the homeless and the unemployed.

VISTA Volunteer activities at the homeless project resulted in the City of Birmingham donating an unused Firehouse as a shelter for the homeless. The Shelter, now operated by community volunteers and limited paid staff, received $50,000 from the City and $20,000 from the Housing Authority for renovation; individual private sector cash donations totaled $2,500; and a $1.4 million grant was obtained from the Robert Wood Johnson Foundation to duplicate this shelter project throughout Birmingham with emphasis on health care for the homeless. The Foundation grant proposal was written by a VISTA Volunteer.

Ms. ALVARADO. Certainly. We have many such examples. I would ask if our Associate Director——

Mr. BARTLETT. What's your favorite example?

Ms. ALVARADO. Well, let's see, I know that in the area of food banks, for example, there have been numerous instances of ACTION having provided VISTA volunteers to go in and organize volunteers to serve in food banks, and when the VISTA funding expired, they continued to be self-sufficient and continued to operate as long as the need was there in the community. I would say the same in the areas of the homeless.

Mr. BONNER. I'm quite familiar with a program in the South Bronx, NY, which is developing the area economically. They recover land in an area that has been turned upside down by privation and so forth, and are helping poor people to develop skills, sometimes unlikely skills, in farming and marketing in the heart of the Bronx. They are making an economic go of the program, and they've done it with VISTA funding and are going along now without VISTA funding.

Mr. BARTLETT. Ms. Alvarado, you're asking for reauthorization of $17.89 million for VISTA for fiscal year 1987?

Ms. ALVARADO. That's correct.

Mr. BARTLETT. And your fiscal year 1986 budget is $20 million?

Ms. ALVARADO. $19 million.

Mr. BARTLETT. How many VISTA volunteers do you have?

Ms. ALVARADO. Congressman Bartlett, currently we are required for 1986 to have 2,400 volunteer service years in the VISTA Program, and I believe at this time we are very close if not actually at the 2,400 number.

Mr. BARTLETT. So that's 2,400 VISTA volunteers who work 1 full year?

Ms. ALVARADO. Service years, yes. That is not to say that we have 2,400 human beings serving as VISTA volunteers, because of the way the VISTA service years are calculated, but we are in compliance in terms of the congressionally mandated level of 2,400 volunteer service years.

Mr. BARTLETT. I'm just trying to understand. Is the administration and program support for the VISTA volunteers elsewhere in the budget, or is that part of the $25 million that generally supports your office? The $19 million, does that run the entire VISTA Program?

Ms. ALVARADO. Yes, it does.

Mr. BARTLETT. Turnkey, start to finish.

Ms. ALVARADO. Well, yes, this obviously does not include the salaries of our ACTION staff who have responsibility for developing policy and managing the VISTA program, whether it be at the national level, or our regional directors or our State officers, but it does include all of the program dollars that are used for VISTA.

Mr. BARTLETT. So the $19 million gets us 2,400 volunteers?

Ms. ALVARADO. Correct.

Mr. **Bartlett**. And then we have an additional amount that actually runs the ACTION Program which also runs the VISTA Program?

Ms. **Alvarado**. Which supports the VISTA Volunteer Program, yes.

Mr. **Bartlett**. Tell me when you discussed in your testimony that you would seek private sector support, have you fleshed out what you mean by that? Do you mean leverage? Do you mean going to corporations and trying to foster volunteerism, or do you mean setting up a fund of private contributions that would support VISTA volunteers themselves or both or something else?

Ms. **Alvarado**. Mr. Bartlett, we currently have the authority to accept gifts. We currently have an ACTION gift fund in order to accept gifts that are given to the agency. We are able to accept such gifts, but we are not given the flexibility at this time to actually initiate support for ACTION's programs or for volunteerism in general. So our purpose would be to provide that flexibility in the enabling legislation so that as Director of the agency, I would be able to encourage private sector support of ACTION programs as well as volunteering in general.

What this really boils down to is the reality, I believe, that additional Federal funding is not going to be forthcoming to expand volunteering, and yet this administration takes very seriously our responsibility to expand opportunities for Americans to serve as volunteers. We see this as a way to facilitate growth in volunteering.

Mr. **Bartlett**. I'm really trying to clarify in my own mind with some precision whether you mean that you would raise money for the South Bronx project or whether you would raise money to hire another 100 VISTA volunteers or both or neither?

Ms. **Alvarado**. I think there may be some confusion when we use the term fundraising, because we do not intend to fundraise, per se.

Mr. **Bartlett**. There's always confusion when you use the term fundraising.

Ms. **Alvarado**. Probably so. Everybody has a different definition. We do not intend to go out and actually ask for checks to come to the ACTION agency directly in order to supplement our appropriations in that way.

Mr. **Bartlett**. That was one of my questions.

Ms. **Alvarado**. We would like to have the flexibility for example, in areas of the country where there is not a strong private sector, such as the Rio Grande Valley, to exert our leadership as a national volunteer agency in communicating to corporate leaders in national corporations that there is a great need in the Rio Grande Valley for support from the corporate world in promoting volunteering. The resources are just not available there.

We would like to initiate these types of discussions to reach out, whether we're talking about Indian reservations, or about inner cities, Appalachia or other parts of the Nation, where the private sector support may not be as easily forthcoming.

We can help in that regard, and this is a way to expand volunteering in other parts of the country that might not ever have the opportunity to elicit such types of projects.

Mr. **Bartlett**. Mr. Chairman, I'll continue to help to clarify what my question is: Whether the money from the national corporation would be used to help to start the food bank in the Rio Grande Valley, or whether it would be used to hire some additional VISTA volunteers to send them to the Rio Grande Valley, that's the gist of my question. I'd ask unanimous consent the record be left open.

[Information supplied for the record follows:]

Question. What are your plans for spending the money raised through the private sector? For example, do you plan for the money to be spent on volunteer support, program support, or administrative support? Please be as specific as possible.

Answer. The Domestic Volunteer Service Act under § 402(5) provides that the Director may "accept in the name of the ACTION Agency, and employ or dispose of in furtherance of the purposes of this Act, or any title thereof, any money, or property, real, personal, or mixed, tangible or intangible, received by gift, devise, bequest, or otherwise;"

ACTION's General Counsel has opined that this provision, in conjunction with other sections of the Act, would currently allow for the development of private/public partnerships to fulfill the mandated responsibilities under the Act. However, due to the general prohibition against an agency augmenting its appropriation, ACTION is precluded from seeking funds for direct deposit in the gift account. In other words, ACTION cannot initiate the contact with the private sector to secure funds for the Agency, but may accept unsolicited gifts.

In the past, our gift fund account has contributed funds on a one-time basis to Regions in support of volunteer expenses. Decisions on the use of these funds are based on statutory limitations and stipulations by the donor. For example, one gift to VISTA volunteers was to be used for work by VISTA volunteers with American Indians in the Southwest.

The requested authority, with the current fiscal constraints, would greatly increase the Agency's ability to fulfill many activities of interest to Congress. For example, Congress has expressed an interest in the agency conducting such activities as public awareness, national recruitment of volunteers, volunteer recognition, program anniversary recognition, establishment of an "800" telephone number, and the establishment of a national clearinghouse of potential VISTA volunteers. Private funds given to the Agency would be available to the Agency to suppport these activities, as well as direct support of current or proposed programs.

In addition, the private sector resources could support volunteer costs at local projects; provide seed monies or start up costs for new grants, both in authorized programs and demonstration grants; and provide funds to existing projects for additional volunteers; and to establish more public/private partnerships on the model of the ACTION—Laubach Literacy Action—B. Dalton Bookseller, Inc.—National RSVP Directors Association partnership.

All private funds generated under this authority would be utilized in conformity with the provisions of the Domestic Volunteer Service Act of 1973, as amended.

Mr. **Williams**. Without objection. The gentleman from New York, Mr. Biaggi.

Mr. **Biaggi**. Mr. Chairman, I'd like to comment on what was said about the South Bronx. It's the most unlikely place to develop agriculturally and has proven to be very effective and successful and profitable, as I understand, probably one of the most shining examples of what can be done in that area.

With relation to recruitment, Ms. Alvarado, shortly we'll be hearing from the president of Harvard University, Mr. Bok, who will talk to us about his efforts to recruit volunteers on the campus. Can you tell us what your agency is doing in that area? It seems to me that campuses would be a likely place for recruitment, get them while they're hot and idealistic.

Ms. **Alvarado**. Yes, I agree with you, Mr. Biaggi, that that is certainly an important consideration. We do, in fact, encourage our ACTION regional and State offices to reach out to college campuses and make known the opportunities to serve as a VISTA volunteer. We can do more in that area. I have every intention of looking at ways to expand that.

One of the things we are discussing with the Peace Corps, in an effort to save money, is the possibility of working with them or a combined Peace Corps and ACTION recruitment opportunity on college campuses.

Mr. BIAGGI. How successful have you been?

Ms. ALVARADO. Very successful. We have always been able to fill the number of volunteer service years that are required by the legislation. The quality of VISTA volunteers we currently have serving is very high.

Mr. BIAGGI. In responding about the lack of VISTA's toll-free number being published, you stated the number is not listed on the poster, because callers would refer to the ACTION office in his or her State. What is the purpose of establishing a toll line if not to provide general information about the program and refer interested persons to the appropriate office?

Ms. ALVARADO. The VISTA poster, I would point out, was developed in conjunction with a VISTA brochure; together they were part of a public relations strategy. The VISTA brochure instructs potential volunteers to call the ACTION State office which services their area of interest. In terms of the 800 number, Dan, I would ask if you have any comments on it's use.

Mr. BONNER. The 800 number could be used to give information about local offices or State offices of ACTION, but until we are equipped and able to provide a clearinghouse for availability of positions, it seems to us unwise, at least at the moment, to give an 800 number that might create frustration for the caller. But, we are working hard on a clearinghouse that will enable us to get concrete information to prospective VISTA's.

Mr. BIAGGI. I would assume when you get the clearing house established, you would then publicize the 800 number.

Mr. BONNER. We're giving that serious study at this time, and we are looking for ways to get that 800 number incorporated in our literature.

Mr. BIAGGI. That's all, Mr. Chairman.

Mr. WILLIAMS. In your testimony, you mentioned, and I'm quoting now, "The administration's bill will clarify the Director's authority to develop private sector support for ACTION's programs." Can you define that?

Ms. ALVARADO. Certainly. As you know, Mr. Chairman, almost none of ACTION's programs are 100 percent federally funded. There is quite a significant amount of private support generated, whether it is in kind support or direct contributions to our projects, or contributions to ACTION's gift fund. It runs the whole gamut of different types of resources that are provided.

Sometimes we receive executive support in local projects on loan from various corporations. So my definition would be broad and all encompassing regarding support to expand volunteering consistent with the purposes of this act.

Mr. WILLIAMS. Do you envision that the amount of money to be raised would be significantly greater than amounts raised in the past, or do you just envision a continuation of the current effort?

Ms. Alvarado. We would want to expand the levels of support. I see this as one very realistic opportunity to continue to expand ACTION's programs and to expand volunteering in general across America. We recognize that additional Federal funds are not likely to be forthcoming, and therefore, we should be looking at new and innovative approaches to continuing to expand volunteering opportunities. This applies whether we're talking about VISTA programs or we're talking about the older American programs, or whether we're talking about other types of volunteer projects that exist in local communities that may not have any ACTION connection whatsoever.

Mr. Williams. Following your consideration that Federal funds for VISTA and other efforts may be reduced, do you see this private money as supplanting Federal funds that you would otherwise request in future budgets?

Ms. Alvarado. No, I do not, Mr. Chairman. I can give you my full assurance that that is not our intention. Our goal as an agency is to expand volunteering, and we would not want to do anything that would decrease existing levels of volunteering.

Mr. Williams. As you know, the Congress quite specifically and intentionally eliminated the ACTION Advisory Council and that is to take effect on January 1. Yet, in January, ACTION established a National Volunteer Advisory Council under authority which you have, under the Federal Advisory Committee Act.

We are curious as to why when we're asking that the council be repealed, you're establishing one.

Ms. Alvarado. Yes, Mr. Chairman, I know that this council was repealed during the last reauthorization because of the request that the Federal Government reduce the number of advisory councils in existence.

We have discussed this with the Office of Management and Budget which initiated that drive, as well as with the White House, and explained to them the unique opportunities for contributions by individual citizens on an advisory council to ACTION as a national volunteer agency.

Mr. Chairman, I am looking at every conceivable and possible resource to carry out the provisions of this act, I believe that having Presidentially appointed individuals from all over the country involved in providing guidance and counsel will enable us to expand volunteering. Promoting volunteering through ACTION's programs can only benefit the Nation. The Advisory Council is just one more mechanism we can use to carry out the provisions of the act to address the needs of the poor and the elderly in this country during a time of shrinking resources.

Mr. Williams. Well, I applaud that. I just remind you that you're doing it in the face of a Congress that thinks otherwise.

Ms. Alvarado. Mr. Chairman, I would like to point out that the authority I used in establishing this council, because it really is established now as an agency advisory committee, rather than a Presidential advisory council, is the Federal Advisory Committee Act which gives the authority to directors of all Federal agencies to create an advisory committee when they feel it's in the best interest of management. So I have not recreated a Presidential council.

Mr. Williams. The members of the council have been appointed, and you've had the first meeting?

Ms. Alvarado. Yes, what I have done basically in the interest of continuity and keeping the momentum going is ask that the members who had formerly served continue to serve as members in the agency committee.

Mr. Williams. How many members are there on the council?

Ms. Alvarado. I believe 21.

Mr. Williams. Do you have the list of the membership with you?

Ms. Alvarado. Yes, we do.

Mr. Williams. Would you read it to me please?

Ms. Alvarado. Let's see, I can certainly do that. Our chairman is Mr. W. Clement Stone who has been the chairman in the past and continues to serve in that capacity. He is from Chicago, IL. Michael Blichasz from Philadelphia, PA; Charles Bloch from Danville, CA; William Bowen, Dallas, TX; Jose Deetjen, Burbank, CA; Gordon Fitzgerald, Fort Worth, TX; E. Abigail Hoskins, Fairfax, VA,. Jane Hoving, New York, NY; Mary Elizabeth Irvin, Greensboro, NC; Patricia Jacobson, Fort Worth, TX; Betty James, Greenwich, CT; Elaine Jenkins, Washington, DC; Samuel Johnson, Racine, WI; Tom Kahn, Washington, DC; Joan Smith, Portland, OR; John Staggers, Upper Marlboro, MD; James Stockdale, Sacramento, CA; Jean Stone, Scarsdale, NY; Walter Thayer, New York, NY; Nancy Thurmond, Washington, DC; and, Dorothy Vuksich, San Franciso, CA.

Mr. Williams. The geographic distribution seems to be pretty good. Can you just generally describe for me some of the backgrounds of these people with regard to their previous association with ACTION?

Ms. Alvarado. Yes, Mr. W. Clement Stone, as you may be aware, is a very well known philanthropist in the country. He has established the Endow-A-Dream Foundation which enables individual Americans who have overcome adversity through their determination, their individual initiative, and their persistence, to contribute funds to their favorite charity.

A number of these individuals are affiliated with volunteer organizations and have been involved in volunteering all their lives, and they are tied into nonprofit organizations in their communities.

Mr. Williams. The act under which you've formed this committee has certain requirements for membership on the committee, requirements that I believe are different than in the act under which the council previously operated. I assume you've met the new requirements by either adding or deleting former council members?

Ms. Alvarado. Mr. Chairman, it's my understanding that we are in full compliance with the provisions of the act.

Mr. Williams. Do you see this committee as a fundraising committee?

Ms. Alvarado. I see this council as a group of people, an additional resource to the agency, who will enable us to carry out our goals and our objectives as a national volunteer agency.

Mr. Williams. Is this an administrative committee, to administer the agency?

Ms. **Alvarado**. No, no, they are an advisory committee, providing advice, whether it's how to better enable our projects to become self-sufficient, such as our VISTA programs or——

Mr. **Williams**. What do you mean by become self-sufficient?

Ms. **Alvarado**. Recognizing that the VISTA funding or the funding for VISTA volunteers is limited in time to any given sponsor, that one of the responsibilities of a VISTA volunteer is to make sure that the program continues to operate, to the extent he or she can, after the VISTA funding has expired.

So we like to train our people to do this. We like to develop new training techniques on developing self-sufficiency for projects to reach out to the private sector in their community and to assume responsibility in supporting the programs that were formerly supported by VISTA.

Mr. **Williams**. I want to applaud you for your obvious commitment which is evident today and was evident in the previous visit we had, your commitment toward betterment of ACTION and its goals. I believe that you understand that the problems of America, that ACTION is directed in an attempt to overtake, are problems which lend themselves to public solutions.

That's why the War on Poverty was first started. That's how VISTA and ACTION and some of the other great programs which no longer exist came into being. It seems to me that we lose something very worthwhile if we move away from public support for your efforts, and toward individual voluntary support for those efforts.

It seems to me that the public must understand with a certainty that it is their task to come together through their own effort and their own money paid into the Treasury to overcome the problems of their neighbors. I want to be sure that we don't turn that chore over to volunteers, no matter how able they be, as is Clement Stone, but rather, that we continue it as a public effort.

I'm concerned that the formation of this new advisory committee is aimed at one perhaps overriding goal, and that is to raise money through voluntary revenue enhancement to fund what should be the public's work, and if we do that, I think we would be diminishing the character and the nature and eventually the success of the efforts which I know you want to see succeed.

Ms. **Alvarado**. Mr. Chairman, I would say very sincerely and very emphatically that that is not our intention. We do not intend to supplant the responsibility which falls on all Americans in carrying out, whether it be for the Federal Government, the State government, the local government, or the individual citizen contributing to his or her community as a volunteer.

If we're talking about addressing problems like teen pregnancy, unemployment, illiteracy, or drug use in this country, which are thorny problems that have developed over many decades, then it is going to have to be a partnership among the Federal Government and other entities including individual citizens.

We are merely asking that in addition to the limited Federal moneys that are available through tax dollars that we have the opportunity to expand programs, because there are many, many Americans, as you say 34 million poor in this country, who could benefit greatly from the use of a tutor or the moral support of a friend to enable them to overcome the root causes of poverty and get on their own two feet and become contributing members of society.

Mr. Chairman, let me just say that it would be very easy for me, as Director of the agency, to just sit back for the next couple of years and run our grants. I could do that, and I would be in compliance with the law, but I believe that the American people need and require more commitment from the national volunteer agency in exerting our leadership, expanding the number of volunteers who are able to reach out, and expanding Americans' awareness that every citizen has an obligation to contribute to the betterment of society, and to the best part of our democratic principles.

There is no hidden agenda, believe me, in any of these proposals. I believe I want the same thing that you do which is to continue to be able to reach Americans in need through volunteering.

Mr. WILLIAMS. We would agree with that. Where I sense some disagreement is that I think that's what federalism is all about. I think that we have to guarantee to the poor a basis of funding and a basis of a certain number of volunteers so that the poor know that everyday that basis will continue. To turn that over to Lee Iacocca or W. Clement Stone and hope that they don't get a cold that morning, so that they can get up and raise the money to make sure that poverty doesn't exist in America——

Mr. BIAGGI. Or that they don't get fired.

Mr. WILLIAMS. Or that they don't get fired, is simply haphazard. This country can't run in that kind of a haphazard fashion. The public has to be committed to properly funding these programs.

I know you're committed to properly funding these programs, and I don't question that at all, but I see America moving away from federalism and toward volunteerism. The way volunteerism has worked best in this country is when the Federal Government has provided some leadership for it. Your program proves it.

The Federal Government can't begin to move away from that and say we're going to turn the funding over to an advisory committee.

Ms. ALVARADO. I agree, Mr. Chairman, and this is why our authorization request for 1987 is basically level funding for ACTION's programs. We are not retreating from our responsibilities in this regard.

Mr. WILLIAMS. Are there any further questions for Director Alvarado? Madam Director, again, we very much appreciate your being here and your leadership and your frankness with us this morning. Thank you very much.

Ms. ALVARADO. Mr. Chairman, I do appreciate that. I have some materials here on the extensive efforts that we have made to promote and to advertise VISTA throughout the country, and I would like these to be entered in the record if that would be possible.

Mr. WILLIAMS. We don't want to sell any Calvin Klein jeans here which is what the poster is doing, but we really want to bring volunteers into the VISTA Program. We'll be happy to accept those for the file.

Ms. ALVARADO. Thank you, Mr. Chairman.

Mr. WILLIAMS. For a moment, I'm going to turn the gavel over to Mr. Biaggi with my apologies to President Bok and some others. I'll try to return as soon as I can, but I have an engagement that I must attend.

Mr. BIAGGI. Mr. Derek Bok, president of Harvard University.

STATEMENT OF DEREK BOK, PRESIDENT, HARVARD UNIVERSITY, CAMBRIDGE, MA

Mr. BOK. As you can see, I brought along extensive staff to back me up. It's a pleasure, Mr. Congressman, to be here and to have a chance to testify in behalf of a program that I and many of my colleagues regard as a great bargain for the American people. Even in difficult budgetary times, it would seem to be a great shame to cut back programs that produce a great deal more value for the society than they cost.

Mr. BIAGGI. I've read your testimony, and you seem to be very bullish and very happy with developments.

Mr. BOK. I certainly am to some extent. I applaud what VISTA has been doing as an opportunity to contribute more than it costs in many different ways by attracting more from other sources and contributions than the volunteers cost the Government, by making the poor more productive in ways such as the literacy program, not to mention the value to the people who are helped in numerous communities across the country.

I want to concentrate today on what VISTA and programs like VISTA can do, not just to help the community, but to help the volunteer, and in helping the volunteer to strengthen values of great importance to our society.

I would like for obvious reasons to emphasize the importance to college students whom in some sense I represent. I fear, as my testimony indicates, that we are in some danger in this country if we do not guard against producing a student generation that grows up indifferent to the problems of the poor and the needy.

As my testimony points out, in the last 10 or 12 years, the values among entering freshmen that have been going up most rapidly are making money, gaining power, and achieving public recognition, and the values that are going down most rapidly among entering freshmen are improving race relations, cleaning up the environment and helping the community, and that is not good news.

I think there are reasons for that that I will not elaborate. They're in my statement having to do with greater competition for jobs, the degree to which the affluent professions pay a great deal more, the student debt loads that affect career choices and the set of national priorities that does not place poverty very high on the agenda.

That seems to me in many ways working with young people everyday to be an unhealthy situation. I think it may accentuate the difference between the have's and the have not's in our society, a society that prides itself on not having a class system. I think it will be more difficult to sustain civic spirit and volunteerism if we do not work against these attitudes. I think if we do not provide opportunities for young people at an early stage to get out and help those less fortunate than themselves, that when those people grow up and become our leaders and lawmakers of the future, they will not really understand the problems of those whom they are supposed to help.

In that regard, I'm proud to number among our alumni a member of your sister body, Senator Rockefeller, who is himself a graduate of our institution, a VISTA volunteer and who I'm sure would testify, were he here today, that that experience has been of great value to him in carrying out his public duties, and it can be for a great many other people like him.

The good news is that whatever the polls show and the surveys reveal, I think our experience suggests very strongly that civic spirit among college youth is by no means dead. It is remarkably robust if it is given some encouragement and enthusiastic support. At my university, over 50 percent of our students participate part time, some of them full time during the summer in community oriented service activities. I would point out that that is more students in our student body now will participate part time in public service activities than the total number of VISTA volunteers about whom you have heard testimony today. Other colleges that have been working in the same direction have been showing similar results.

We have formed a national clearinghouse for youth public service with almost 100 universities that have these interests, so that we can have a clearinghouse on local initiatives to formulate national policies that are supportive of student community service and provide advice for campuses that want to get in on the act.

I would in that connection strongly support efforts to step up the amount of VISTA recruitment at college campuses. I think our experience shows that efforts to do so would meet with a warm response. It is my understanding that recruitment on the college campuses has not increased, but declined, perhaps with a slight upturn very recently. The proportion of college students among the volunteers has gone down dramatically, and I think I would hope that we could do something about that, because I think we're overlooking an extraordinarily important pool that will pay all sorts of dividends for a long period of time.

I think in many other ways apart from wanting to be noticed so we can contribute our students as VISTA volunteers, we could use help in a variety of other ways. I speak not of Harvard. We will take care of ourselves, but I think there are other colleges that lack the funds to organize and coordinate campus programs and to mobilize this campus spirit that I think exists. A VISTA volunteer could help enormously. We have in one of our programs one full-time person whom we employ who coordinates and helps develop projects for several hundred students. So it's a multiplying effect of a full-time volunteer who knows what he or she is doing and is very great indeed.

You could take a program like illiteracy. We have large numbers of students who are interested in helping people overcome functional illiteracy. As you know, there are between 25 and 30 million people who are functionally illiterate, in the sense they can't read menus, can't read job forms, can't read other simple things they need to function. A single volunteer working full-time with some experience can mobilize a lot of students to go out and participate part-time in helping people overcome that handicap. The same is true of homeless shelters. I know from our experience, my daughter helps staff a homeless shelter. Our students help staff homeless shelters in Cambridge. A full-time person can mobilize a lot of part-time help to do that, and it is a very serious problem in our community.

But, most of all, I would hope that the Government would continue to support VISTA in order to recognize and nurture the virtues of public service and community involvement, volunteerism as very, very important national assets. I think the point that ought to be emphasized today, at least by somebody is what a small amount, $19 million, really is, to begin to set an example for young people, let alone begin to make a dent on the enormous problems that are caused by 34, 35 million people in poverty in this country.

So to me, the question is not whether to perpetuate VISTA, but why it remains at such a small level when the needs that are available and the opportunities to be served are so vast. So on behalf of the students like the ones that I know and work with everyday, I would enter a plea that you show them that you care by giving them the opportunity to serve and develop a frame of mind, an awareness, a sensitivity to the problems of others that I think will pay this country great dividends for many years to come. Thank you very much.

Mr. BIAGGI. Thank you, Mr. Bok.

[Prepared statement of Derek Bok follows:]

PREPARED STATEMENT OF DEREK BOK, PRESIDENT, HARVARD UNIVERSITY

Thank you, Mr. Chairman, for the invitation to testify this morning about VISTA. No other federal domestic program speaks so eloquently to the proven value of volunteer service. I am proud that such service has been an important part of student life at Harvard, dating back at least to the establishment of the Phillips Brooks House in 1900. Through this and other student-run organizations, more than 1,500 of our undergraduates now provide services annually to thousands of disadvantaged people in Greater Boston, including inner-city teenagers, the elderly, prisoners, refugees, the physically handicapped, the mentally ill, and the homeless. Such work is an invaluable part of the educational experience of both undergraduates and graduate students and it provides significant assistance to the community programs with which they work. Our experience at Harvard is one of the reasons I feel so strongly that we must encourage both private and government support for volunteer service activities.

The reauthorization of VISTA for the coming fiscal year is a fitting occasion to reaffirm our national commitment to such programs. In these deficit-ridden times, programs like VISTA, which give much more to the nation than they cost, should be preserved. With each volunteer costing less than $8,000 and mobilizing over $25,000 in services, this is a program we cannot afford to lose at this moment of fiscal retrenchment.

VISTA and the Peace Corps are the best examples of federal government programs which foster the spirit of contribution to others. Unfortunately, the percentage of VISTA volunteers who are college graduates has declined and now is under twenty-five percent. Recruitment efforts and awareness programs on the nation's campuses have virtually ceased. I hope that this year's congressional reauthorization will be a catalyst for increased awareness of VISTA on college campuses and greater recruitment efforts among students. There are strong signs that we need to do more to kindle the volunteer spirit among our college youth.

A poll of entering college freshmen recently found that the goals that have grown the most in importance since 1970 are being well-off financially, having authority over others, and gaining public recognition. The goals that have fallen most are promoting racial understanding, cleaning up the environment, participating in community action programs, and keeping up with political affairs. The percentage of college-age youth who vote in national elections has steadily dwindled from just over fifty percent in 1972 to just about forty percent today.

Why have students grown so preoccupied with their professional careers and so much less engaged by civic concerns? The reasons are not hard to find. Competition for jobs has become much tougher. For two decades students have been streaming out of colleges and professional schools in unprecedented numbers. Newspapers now report a growing surplus of lawyers. Government agencies project a glut of doctors on the order of 25,000-50,000 by 1990. School teachers have been in oversupply for years, and the surplus of Ph.D.'s is all too clearly known. Small wonder that students are feeling the competition and growing concerned over finding a decent position in the race for professional status and security.

One can also understand why students are more attracted to higher paying jobs than to more idealistic callings. Fifteen years ago, we decided in America to shift a large share of the cost of higher education to the students by resorting to huge subsidized loan programs. Millions of students now graduate owing many thousands of dollars. We should not be surprised that these young people are anxious to earn salaries that will permit them to pay these debts. Nor should we blame them for avoiding jobs in the helping professions, such as social work, the ministry, and teaching, where salaries seem abysmally low in relation to jobs in established law firms, corporations, and medical practices.

Further reasons help to explain why many students seem less interested than we would like in serving their nation and community, or even voting or engaging in political campaigns. Young men and women today have had a very different experience than the generations who grew up in the forties and fifties. Those generations watched America's victory in World War II, the success of the Marshall plan, the desegregation decision, and the decline of anti-Semitism. Today's students began reading the papers when the Vietnam War was grinding to a close and moved on to a steady diet of Watergate, energy crises, and recurrent inflation and unemployment. Many of my generation saw much to admire in Roosevelt, Truman, Eisenhower, and Kennedy. For younger generations, whenever a Martin Luther King, a Robert Kennedy, a Eugene McCarthy appeared to fight the battles that they considered important, he either lost decisively at the polls or lost his life. Against this backdrop, is it surprising that many young people show less interest in politics and government?

The attitudes I have described are troubling. America is a country dependent on a willingness to participate in politics, to work for local communities, to help other people in need. Yet today, these civic instincts have reached a precarious state, and we who have lived longer have helped to make them so. We therefore have both an interest and a responsibility to examine this problem and see what we can do to reverse the tide.

Fortunately, the prospects for improvement are not so bleak as some of the statistics might lead you to believe. Students are certainly more preoccupied with their careers than they were fifteen years ago, but helping others still ranks among their most important values. Political activism has definitely waned in recent years, but every newspaper reader knows of the intense student concern over apartheid that has recently flared up across the country. At major universities, we also see an even more hopeful sign—growing numbers of students volunteering to work in many ways to assist those less fortunate than themselves. There are examples on many campuses, I am sure. Let me mention just a few at Harvard.

Hundreds of students work with underprivileged children, staff shelters for the homeless, help the mentally retarded, teach new immigrants, and work on environmental issues.

Others engage in less traditional activities. For example, during the summer of 1984, sixty students bicycled from Cambridge to Los Angeles, raising almost $200,000 for world hunger along the way. A recent graduate began as a sophomore organizing a program of art, dance, and athletics for mentally handicapped youngsters. The following year, he created a Cambridge-wide soccer league for students in the local schools to compensate for programs harmed by a statewide revenue cut. After graduation, he helped create a new campus program to engage students in community programs for different sections of the city. After that he walked from Waterville, Maine, to Washington, D.C., to arouse interest in community service programs at campuses all along the way.

A 1985 graduate grew interested in the homeless. She started out by persuading the student dining halls to donate extra food and then helped organize two shelters where she frequently spent the night. As she got to know more homeless people, she worked with them to organize a week-long demonstration on Boston Common. The demonstration led to the donation of an abandoned house for her to develop as an experiment in longer-term shelter and rehabilitation.

A student from Bangladesh organized a symposium on hunger at the Kennedy School of Government and a campus-wide fast to raise money for food relief. He then founded a new organization, Overseas Development Network, that joins several hundred students from different campuses in raising funds for Third World development projects and increasing the public's consciousness of world poverty. In the spring of last year I received word that he had been awarded the United Nations Peace Medal and Citation Scroll.

With examples like these to spur us on, we have taken several steps at Harvard to strengthen our programs for community service. We have established an endowment of one million dollars to support student initiatives to help those in need. A contribution has made it possible for several students to carry out community service projects of their own during the summer. Still another program offers entering freshmen an opportunity to spend a week before they enroll building a playground, painting a school, or carrying out some other useful inner-city project.

Finally, a generous alumni family has agreed to establish a large endowment to encourage students with a concern for careers of public service. Part of the fund will be used to recognize students committed to careers in teaching, community health, city planning, or government service. These students will receive not only scholarship aid but support to carry out a summer or year-long project of community service. In addition, the same gift will fund a new program to train Harvard undergraduates to teach in the public schools without having to take an extra year of graduate study. We estimate that this program will attract 20-30 able undergraduates each year who would otherwise have been lost to the public schools.

As these examples suggest, universities are an important resource for volunteer public service. In order to marshall this resource more effectively, a group of college and university presidents organized in early 1985 the Project for Public and Community Serice (PPCS). There are now nearly one hundred participating schools committed to encouraging student service and volunteerism across the country. A major goal of PPCS is to increase national awareness of the contributions that students can and do make to a wide variety of community needs. The member institutions are from every region, and range widely in size and type of student body. What they have in common is a strong commitment, reflected in the personal endorsement of each institution's president, to the PPCS goals of fostering public service activities by students and others.

PPCS is now gathering and analyzing a great deal of data about campus-based volunteer activities. A survey questionnaire has been sent to each of the participating colleges and universities. When those results are summarized, we will have valuable additional information about the variety, depth, and funding sources of student public service work.

However, while universities and other private efforts can contribute much, we must enlist the help of government to increase the number of volunteers across the country. The College Work-Study program helps fund some student service work off-campus, but at some schools the work-study jobs are all campus-based and limited funds make expansion to include more off-campus positions unlikely. Some supporters of student service activities favor increased federal support for such programs through amendments to the Higher Education Act. However, as the members of the Education and Labor Committee are acutely aware, the pressure to cut federal spending makes reduction of student aid funding all too likely and expansion doubtful.

These considerations make the reauthorization of VISTA all the more essential. Fortunately, VISTA's solid record justifies its continued funding even as we struggle to allocate limited federal resources.

VISTA volunteers have made tangible contributions to local communities. One of the best examples is the work of well over 500 VISTA workers in a hundred literacy projects across the country. The involvement is focused on adults, many of whom dropped out of formal education for economic reasons. VISTA volunteers recruit and train tutors, evaluate students, increase community awareness of literacy problems, and support the projects in many other ways. A central goal is to enhance the stability of programs so they carry on without VISTA resources.

A measure of the difference the VISTA volunteers make is found in the results of a survey of the literacy projects. More than 90 percent said they could not maintain their present level of activity without VISTA. Project directors reported that the participation of a full-time VISTA volunteer was a key to effective program efforts. A survey of VISTA projects addressing hunger and hunger-related activities revealed similar reliance on the program. Eighty-six percent of the projects responding said they could not maintain their present level of activity without VISTA. The non-VISTA volunteers contributed on the average only nine hours per week, in contrast with the full-time efforts of VISTA workers.

VISTA combines effective service to the community needs with learning and growth experiences for the volunteers themselves. People from different backgrounds help each other, learn from each other, and often forge new and lasting bonds. It is significant that many volunteers pursue careers of public service in the wake of their VISTA experience. Thus, our nation gains not just the current year's VISTA service but the valuable work that former volunteers contribute thereafter.

Despite these accomplishments, neither VISTA nor the Peace Corps has been growing. Five years of budget cuts have reduced the funding by nearly half. The number of volunteers has dropped to the same degree from approximately 5,000 to 2,500. No matter how deep or legitimate our concerns about the budget deficti, we should not limit programs which give so much more than they cost.

From the vantage point of a university president, I wonder how we can nurture community spirit in our young people if we do not demonstrate through our national budget priorities the values we espouse. Surely, we cannot succeed in building such spirit by merely giving speeches, coining slogans, or exhorting young people to stand tall. A lasting concern for the community comes from the chance to work for others, see their needs, and contribute to something larger than oneself. As one student put it, "How can we love a country we have not served in some way?" For too many years we have failed to nourish the supply of civil concern among our youth. One of the ways we can renew the stock is by preserving and nourishing the VISTA program and encouraging more of our college-educated youth to participate in it. I am proud to add my voice to those supporting those goals.

Thank you.

Mr. BIAGGI. Clearly, the $19 million that have been spent probably produce the best buying for the buck than any program known to Government, but we shouldn't lose sight of the fact that time after time, rather than expand the dollars, there's been an effort to diminish them, even eliminate the program.

Mr. BOK. I had the sense that I was preaching to the converted, and I'm delighted to note that fact.

Mr. BIAGGI. I think what we have witnessed and hopefully we've come around the cycle, is a fluorishing participation of the young folks during the sixties and the seventies, and then a shifting of interest. As you stated, and I feel it, and my sense is as I travel throughout the country and speak to these students is that they're more interested in power and money and the media, material things.

If that be the case, then clearly it follows that there be a diminution in communal interests. How do you reconcile over 50 percent of participation in Harvard with this cyclical development, the decline or shifting of interest?

Mr. BOK. I think it may be that we haven't worked as hard in our colleges to nurture this spirit of helping others, and to let students know that the colleges they're going to regard this as a very important part of their liberal education in the largest sense of that term.

I think young people at this age are very responsive to new ideas, to new directions. They will not take directions very easily, but they will certainly listen to ideas, and I think not just my university but a number of others whose presidents I've talked with, would say when they have made a point of this, when they have provided some seed money, when they have provided some infrastructure to support programs of this kind, students have responded very well, and I don't know why those polls come out the way they do. Of course, there are a great many campuses I don't know about, but I think the number of really interested people who are willing to put in time, and I speak as someone on the campus where 80 percent of our students have to work at some point during the year, let alone their other activities. This is a tremendous effort they make to participate in this way.

I can believe that there aren't very large numbers like them, and that the immediate problem is to try to galvanize the spirit that's already there and not worry why there isn't more latent spirit. I think the supply is still well in excess of the demand that we've created for it.

Mr. BIAGGI. On that point, are the students aware of the VISTA program? Is there enough of an outreach?

Mr. BOK. Well, I think I'm almost tempted to ask a member of our student newspaper who always goes along to make sure I say the right things, he might know better than I. I guess from where I stand, I would not say VISTA is a terribly obvious presence on the campus. I think one could generate a great deal more interest and visibility for it very easily.

Mr. BIAGGI. That sounds like a very kind response. Let's be more direct. Are there any VISTA people on campus? Does anybody know about it? To what extent?

Mr. BOK. Well, I would have to go back and check the records. We have an enormous number of agencies and organizations and institutions that visit our Office of Career Services every year, and I think I'd rather check those records and get back to you. I certainly will do that.

Mr. BIAGGI. That's the point. There is no doubt in my mind if they had more funding, they would have more of a presence, and with that presence, we know what the return would be.

Mr. BOK. I won't argue about the fact that the Director who just testified did call me up yesterday and asked if we could get together on my next trip to Washington so that we might talk about ways in which we could help get that message across. I'm sure there are ways of very little cost to them, given the little bit of cooperation in which we and people like me can make them much more visible.

Mr. BIAGGI. You anticipated my next question. How could you together with VISTA or how could you independently make the students more aware of VISTA's presence and the programs which they undertake?

Mr. BOK. I think the easiest way, of course, to make VISTA's programs aware on our campus would be if we had really able, committed volunteers, and I can tell you such a person, whether working on illiteracy or any one of a number of problems in our area, could repay many times over the very low stipend that that volunteer would receive.

There's nothing like personal example as opposed to billboards advertising Calvin Klein jeans, to quote the chairman, to make an impact. I think, you know, a committed volunteer will attract a very large number of students in a way that nothing else will. Short of that, we have the literature and some indication of what opportunities are really available. One could very easily publicize those. One of the difficulties though is that the proportion of college students among volunteers has gone down, somewhere it's around the 20- to 25-percent level in a total number of volunteers that itself has been cut in half. So there comes a point where the opportunities are being chosen, and the number of slots available seems sufficiently low, there are limits on how much visibility you can provide.

It just doesn't look like enough is going on to really attract the attention of the students.

Mr. BIAGGI. You said the proportion of college students is declining. Are the numbers declining rather than proportion, because if it's proportion, it could well be the effect of having more elderly folks getting involved.

Mr. BOK. I'm sure that's right. I don't mean to be mistaken for saying that I have anything against the other kinds of people that are getting involved. I guess I think it's a shame that we don't expand the number of volunteers so that we don't have to reduce the number of college students at a time when I think we need to be encouraging them to participate more than ever before.

Mr. BIAGGI. I see we still have the representative of ACTION here, if you can respond. Do you have any physical presence on Harvard campus, do you know?

Mr. BONNER. No, there is no such thing at this point as a physical presence permanently. Obviously our regional offices and our State offices have been accelerating their attention, the attention they've paid to campus recruiting, and we are finding ways to improve that. But, what the president of Harvard is saying is accurate. There is low visibility.

Mr. BIAGGI. Let the record disclose that Mr. Dan Bonner is the gentleman that just responded. So far, I don't have the impression that VISTA is all over the campuses which ordinarily would be the ideal area for recruitment. I don't know what your financial means are or your personnel means are, given the paucity of sums that are being appropriated. Clearly, that's an area that should be addressed, and you just heard Mr. Bok state his views that by working together there should be substantial——

Mr. BONNER. It is a moment of opportunity that we will not let pass.

Mr. BIAGGI. Thank you. Mr. Hayes?

Mr. HAYES. Thank you, Mr. Chairman. I don't have any questions of this witness, but if you will indulge me, I have several persons I would like to enter into the record that I hope can give you some answers.

Mr. BIAGGI. Without objection. Thank you very much, Mr. Bok.

Mr. BOK. Thank you.

Mr. HAYES. I would like to call the next panel, which is the final panel, Kenn Allen, executive director of Volunteer, Inc., representing that organization; Craig Brenner, VISTA supervisor, Gleaners Food Bank of Indiana; Mimi Mager, executive director, Friends of VISTA, representing the Friends of VISTA; John Manning, president of International Reading Association representing International Reading Association. So could the witnesses start in the order in which your names were read?

STATEMENTS OF KENN ALLEN, EXECUTIVE DIRECTOR, VOLUNTEER, INC.; CRAIG BRENNER, VISTA SUPERVISOR, GLEANERS FOOD BANK OF INDIANA; MIMI MAGER, EXECUTIVE DIRECTOR, FRIENDS OF VISTA; AND JOHN MANNING, PRESIDENT, INTERNATIONAL READING ASSOCIATION

Mr. ALLEN. Thank you, Mr. Chairman. My name is Kenn Allen. I'm the president of Volunteer, the national center. We're the only national voluntary organization the exists solely for the purpose of promoting and supporting more effective volunteering. That includes work with some 380 local volunteer centers around the country as well as with literally hundreds of corporations that sponsor employee volunteer programs.

I'll be very brief today and simply touch on the basic points relating to the reauthorization of the agency.

Mr. HAYES. Let me say for all the witnesses, your entire statement will be entered into and made a part of the record of this hearing.

Mr. ALLEN. Thank you, sir. First, let me express my very positive strong feelings about the direction of the agency under the leadership of Donna Alvarado. It's safe to say that she's brought to the job a new level of understanding and appreciation of the importance of volunteering. She's been working in a very positive and constructive way to build relations with the private sector, and we look forward to continuing that relationship in the future.

Let me formally indicate our belief that the agency should be reauthorized. Now, more than ever, there is the need for a strong Federal support for volunteering and strong leadership from the public sector to encourage, stimulate and support greater private sector involvement.

Clearly, one of the most important roles the agency can play that has not been addressed this morning is within the Federal Government itself, encouraging other agencies to provide resources and support for local volunteer efforts. The agency also has a very important role to play in stimulating greater private sector resources for these purposes, acting as it already has through cooperative agreements that include private sector partners and it potentially can be a means of generating more dollars and more private sector support for local programs.

Let me hasten to underline, however, our strong feeling that we do not believe the agency should be authorized to undertake unlimited fund raising in the private sector to support its own activities. Doing so would unnecessarily compete with existing private sector organizations that are dependent on private dollars and would confuse, more than it already is, in the mind of private sector leaders the role of Government versus private organization in promoting and supporting volunteering.

Further, the development of funds in such a way could carry with it the potential of shielding from public scrutiny and accountability the work of the agency by providing money outside normally accepted channels.

Third, Mr. Chairman, we wish to indicate our support for a continuation of the National Volunteer Service Advisory Council. While aware of the criticism that's been aimed at that group, we believe that it can play a constructive and positive role in the overall operation of the agency. Let me suggest just three very brief ways in which the work of that council can be strengthened. First, by clarifying its role as an independent monitor of ACTION's programs, perhaps reinforced by a regular invitation to the chairman of that council to appear before appropriate congressional bodies with their views of the agency's operations; second, through the willingness of the agency's management to respect and support such a monitoring role; and, third, by insuring that such a council has appropriate representation by those who are beneficiaries of ACTION's programs and by those private sector support organizations most concerned with and affected by its work.

Finally, Mr. Chairman, we wish to emphasize our support for a reauthorization of the VISTA Program. We can only echo what President Bok said when speaking of the importance of the program in symbolizing for young people the very important roles and responsibilities and rights that they have as citizens to be involved in the community.

We would encourage the maintenance of the funding floor for the program, and, finally, we would encourage the agency to be mandated to undertake more aggressive and effective recruitment of young people into VISTA.

We appreciate the opportunity to testify today, Mr. Chairman. We look forward to the opportunity to review and respond to whatever draft legislation comes, whether it be from the committee or from the agency itself. Thank you very much.

Mr. HAYES. Thank you very much. Our procedure will be to hear all the witnesses on the panel before submitting any questions. The next witness please.

[Prepared statement of Kenn Allen follows:]

PREPARED STATEMENT OF KERRY KENN ALLEN, PRESIDENT, VOLUNTEER—THE NATIONAL CENTER

Thank you, Mr. Chairman. I very much appreciate the opportunity to present testimony today. My name is Kenn Allen. I am President of Volunteer—The National Center, the only national voluntary organization that exists solely for the purpose of promoting and supporting more effective volunteering. Our major constituents include the nation's 380 local Volunteer Centers as well as the literally hundreds of corporations that sponsor employee volunteer programs.

My testimony today is brief, limited to what we believe are the most important items for your consideration in the reauthorization of the ACTION agency and of the VISTA program. We look forward to the opportunity to review and comment on your draft legislation when it is ready.

First, let me express my very strong positive feelings about the direction of the ACTION agency under the leadership of Donna Alvarado. She has brought to the job an understanding and appreciation of the importance of volunteering in our society and a willingness to work in a constructive way with those of us in the private sector who bear a measure of responsibility for supporting this field. She has carried through on her commitments to establish dialogues even with those critical of the agency and to reestablish working relations with local, state and national organizations.

Second, let me formally indicate our belief that the ACTION agency should be reauthorized. Now, more than ever, there is needed a strong, effective focal point for Federal support for volunteering. A key part of ACTION's mission must be to help influence all Federal agencies to devote significant portions of their resources to those activities which will help build the local and national structures necessary to mobilize the number of volunteers that will be needed to maintain critical human services and respond to new and growing needs.

The agency also has a role to play in stimulating greater private sector resources for these purposes, acting through cooperative agreements that include private sector partners and potentially acting as a conduit for amalgamated private sector dollars back into local programs. Let me hasten to underline, however, that we do not believe the agency should undertake fund-raising in the private sector to support its own activities. Doing so would unnecessarily complete with existing private sector organizations that are dependent on private dollars and could have very adverse affects on the ability of many private sector supported organizations to remain in business. Further, such activities could carry with them the potential of shielding from pubic scrutiny and accountability the work of the agency by providing money outside the normally accepted channels.

Third, Mr. Chairman, we wish to indicate our support for a continuation of the National Voluntary Services Advisory Council. We are aware of criticism that has been aimed at the work of that group. However, we believe that it is philosophically inconsistent for the only Federal agency directly concerned with volunteering not to have benefit of the input and support of knowledgable volunteer leaders from the private sector. We believe the work of the council can be strengthened in three ways: by clarifying its role as an independent monitor of ACTION's programs, perhaps reinforced by a regular invitation to the chairman of the council to appear before appropriate Congressional bodies such as yours; by the willingness of the agency's management of respect and support such a monitoring role; and, by ensuring appropriate representation on the council by those who are beneficiaries of ACTION's programs and those private sector support organizations most concerned with its work.

Fourth, then, Mr. Chairman, we wish to emphasize our support for a reauthorization of the VISTA program. We believe it is one of the most effective tools yet devised by the Federal Government to emphasize the importance of community service, to enlist the energies and interests of young people and to provide stimulus for local mobilization of part-time unstipended volunteers. We are heartened, Mr. Chairman, that the administration no longer is seeking to eliminate the VISTA program and that Ms. Alvarado has publicly demonstrated her intention to comply with the wishes of the Congress in the management of the program.

Let me only mention quickly two aspects of the VISTA program that we believe must be maintained or strengthened. The first of these is the funding floor which I believe has existed since the program's inception and which offers guarantees for the continuation of the program.

The second is what we believe is the importance of undertaking targeted and effective recruitment of young people into VISTA. We must recognize that the influence of VISTA goes far beyond the volunteers themselves. Rather, it is an important manifestation of our national belief in service and, as such, deserves the maximum in public exposure.

Again, Mr. Chairman, thank you for the opportunity to testify today. I will be happy to respond to any questions you may have.

Mr. HAYES. Mr. Brenner.

Mr. BRENNER. Thank you very much. I appreciate the invitation to appear here today on behalf of the Gleaners Food Bank of Indiana and our VISTA project.

I am extremely proud to have served myself for 2½ years as a VISTA volunteer in Indiana and to have served for the last 2½ years as a supervisor at our project. I originally started working on the Monroe County Community Action Program, VISTA project, which was recruiting low income citizens and training them for service on boards and commissions until the project was denied refunding and renewal.

After our appeal was unsuccessful, I was offered a choice by ACTION of starting on another project as a VISTA and I chose to work at Gleaners. In that capacity as a VISTA, I organized a food bank in Bloomington which is still in existence called the Hoosier Hills Food Bank.

A food bank is a not-for-profit organization which collects, stores, and distributes food to not-for-profit groups which have feeding programs. Gleaners Food Bank is the largest food bank in Indiana, and the only Indiana member of the Second Harvest National Food Bank Network which consists of 78 food banks. Our VISTA project and the dedication of our 32 VISTAs has enabled us in our bank to provide more than 11 million pounds of food to over 700 charities that directly feed the hungry in Indiana.

The Department of Agriculture estimates 20 percent of all the food that's produced in this country is wasted every year. Second Harvest and Gleaners in Indiana have made an attempt to prevent this tragic waste of so vital a resource, and from personal experience, I know that VISTA's can and do play an integral part in this effort in our State.

Nationally at least 25 food banks have benefited from the contributions of VISTA volunteers. During 1985, Second Harvest shared over 100 million pounds of food throughout our country to 78 food banks, and according to the director of Second Harvest, Phil Warth,

> VISTA volunteers provide enthusiasm, energy and skill in the search for daily bread for the hungry. We applaud ACTION for supporting 125 hunger related projects. The VISTA's, ACTION and their Congressional supporters are to be commended for their commitment to feeding the hungry.

Our VISTA project is current in its fourth year, and I will attempt to summarize what we have done in 4 years. During the first year, we started with four volunteers, and our goals were to identify, contact and enroll member agencies in the food bank and to help train them in the services of the food bank.

During the second year, we added four more VISTAs throughout the State. The main goal was to recruit and train volunteer workers, a task of great importance at each site, since food banks rely heavily on volunteer labor.

During the third year, additional VISTAs were placed at three more cities in Indiana, and our goals during this year consisted of continuing to recruit workers, to provide workshops for the community, to make visits and provide assistance to agencies that received food and to help in establishing food pantries. During this current year, our fourth year as a VISTA project, we have a total of 13 VISTAs working throughout Indiana at food banks.

What they are doing this year includes organizing food drives to help raise food, helping to establish resource support groups which raise funds and equipment, and helping to plan major annual events for each food bank which raise food, money, and community awareness and support. In our 4 years, we've accomplished much. The number of agencies that now belong to the food banks throughout the State total 707. VISTAs have helped to identify, contact, and recruit many of these groups. At least 3,397 volunteers have been recruited to work at food banks in a variety of jobs. The actual value of this donated labor cannot be determined because of the special skills that's involved in much of it.

VISTAs have been responsible for many of the grants and for much of the food that the food banks receive. In fact, during the current year, a total of over 172,000 pounds of food has been generated for use by the hungry in our State directly as a result of VISTA efforts.

We've also brought in over $23,000 in grants and equipment and supplies that ranges from everything from paper products to refrigeration equipment. At present, the average age of our VISTAs is 34, and our VISTA's come from varied backgrounds. Some are college graduates, and others have not yet completed high school. Our oldest is 59 and our youngest is 25 years old, but all of them share a concern for this country and its poor and demonstrate this daily.

We at Gleaners try to assist our VISTAs in their career development. In our 4 years, we've had a total of 32 VISTA volunteers and 13 of these are still VISTAs leaving a total of 19 people who have gone on to other activities.

Ten of these 19 have been hired on to the staffs of food banks in paid positions as a direct result of their experience and training which they gained by working as VISTAs. One more was hired on to the staff of a community action agency working with food programs, and one more has taken the title of director of a food bank as a nonpaid volunteer.

One conclusion that can be drawn from this is that thus far, over half of all the VISTAs at our project have been able to gain full-time employment in a field directly related to and because of their work as VISTAs. I cannot speak about other projects, but I feel very proud of this fact concerning our own food bank.

We, in Indiana, are fortunate to have an excellent State staff, ACTION staff, and also in our region, we have an excellent ACTION staff in region 5 in Chicago. Nationally, however, I've witnessed mixed support from Washington during my 5 years of association with the program. Within the past year, I've seen an increase in support coming out of Washington, and speaking on behalf of our VISTAs, I hope this continues. This support has increased recruiting manuals, posters, and brochures which I feel are overdue, especially since ACTION turned over to us as sponsors many of the responsibilities of recruiting and training VISTAs, but up until this point has not been providing the additional support necessary for these responsibilities.

I would like to see an increase in public awareness efforts on the part of ACTION also, because I also believe that this program needs to be placed before the American people. Peace Corps, for example, is very familiar to most Americans, but VISTA is not, even though VISTA is making a more direct impact on our own country.

Young people especially need to know about the existence of VISTAs, and I would also like to see a return to a nationwide recruitment of VISTAs alongside local recruitment which would offer us, as a sponsor, more people with varied skills than we are now able to get locally.

I would also like to see public recognition given to our VISTAs. As well as soldiers, congressional representatives, sailors, and every other person who serves our country, VISTAs deserve appreciation and respect. Last year, we witnessed the 20th anniversary of our great program with only silence from ACTION in Washington, and this hurt many of us deeply, but not enough to keep us, after getting some advice and assistance from Friends of VISTA, from organizing our own celebration in Indiana.

The Governor of our State and the mayors of many of our cities proclaimed October 12 as VISTA day in honor of the contributions that VISTA's have made during the past 20 years in Indiana. In conclusion, I would like to say that the VISTA Program, in my opinion, is one of the least costly, most directly beneficial programs which our Government has to assist the poor.

In spite of Federal budget concerns, this program needs to have adequate funding, given a funding floor which will enable VISTAs to carryon their work which is necessary and to counteract the cuts which the program has already endured recently. VISTA gives many people in our country today a meaning in their lives, and it provides hope for many more to receive the indirect benefits that result from the efforts of the VISTAs. I, for one, thank God for having given me the opportunity to have served as a VISTA volunteer, and I also thank you today for letting me present my views. Thank you.

Mr. Hayes. Thank you for appearing.

[Prepared statement with attachments of Craig Brenner follow:]

THE GLEANERS
FOODBANK OF INDIANA, INC.
1102 East 16th Street • Indianapolis, IN 46202 • (317) 925-0191

Statement Before House Subcommittee on Select Education, Committee on Education and Labor, February 26, 1986.
H. Craig Brenner, VISTA Supervisor, Gleaners Food Bank of Indiana, Inc.

I appreciate the invitation to testify today on behalf of Gleaners Food Bank and its VISTA project concerning the reauthorization of the VISTA program.

I am extremely proud to have served for 2½ years as a VISTA volunteer in Indiana, and to have served as VISTA Supervisor at Gleaners Food Bank for the past 2½ years. As a VISTA volunteer I worked first at the Monroe County Community Action Program, recruiting and training low-income citizens for service on boards and commissions, until that project was denied renewal and refunding. After the unsuccessful appeal of the project's termination I was offered the choice by ACTION of becoming a VISTA with one of the other existing VISTA projects in Indiana, and I chose to become a VISTA with the Gleaners Food Bank.

While serving in this capacity I helped to bring into existence a new organization, the Hoosier Hills Food Bank, located in Bloomington, Indiana. When Gleaners' VISTA project increased in size, warranting a full-time VISTA supervisor, I was offered the position, and have been in it since August of 1983.

A food bank is a not-for-profit organization which collects, stores, and distributes surplus food to 501(c)(3) not-for-profit groups which feed the ill, needy, and infants. Gleaners Food Bank is the largest food bank in Indiana, and the only member of the Second Harvest Food Bank Network, a nationwide network of 78 food banks. Gleaners was incorporated in April of 1980 and disbursed food for the first time on July 30, 1980. Our VISTA project, and the dedication of the 32 VISTAs over the past four years, have enabled us and our affiliate food banks throughout Indiana to provide over 11 million pounds of food to over 700 charities that directly feed the hungry.

The Department of Agriculture has estimated that as much as 20% of the food produced in this country is wasted each year. The Second Harvest Network nationally, and Gleaners and its Indiana affiliate network, have made a noble attempt to prevent this tragic and unnecessary wasting of so vital a resource. From personal experience I know that VISTA volunteers can and do play an integral part in this effort in Indiana. Nationally, at least 25 food banks have benefited from the contributions of VISTA volunteers.

During 1985, Second Harvest National Food Bank Network shared over 100 million pounds of food through 78 food banks nationwide, including Hawaii and Alaska. According to Phil Warth, Second Harvest's Executive Director, "VISTA volunteers provide enthusiasm, energy and skill in the search for daily bread for the hungry. We applaud ACTION for supporting 125 hunger-related projects. The VISTAs, ACTION, and their Congressional supporters are to be commended for their committment to feeding the hungry."

A MEMBER OF THE
SECOND HARVEST NATIONAL FOOD BANK NETWORK

Our VISTA project at Gleaners is currently in its 4th year. I will summarize the goals of each project year, and list some of the major accomplishments.

During the first year, Gleaners had 4 VISTA volunteers, two in Indianapolis, and one each in Bloomington and Columbus. Our goals were to identify not-for-profit groups with feeding programs within the state, to contact those agencies, to enroll them as member agencies in the food bank network, to train them in the use and services of the food bank, and to train volunteer workers. During the second year, VISTAs were added in Evansville, Fort Wayne, South Bend, and Terre Haute, bringing the project up to 8 VISTAs. The main goal during this second year was to recruit and train volunteer workers, a task of great importance at each site, since food banks rely heavily on volunteer labor.

During the third year of the VISTA project, additional VISTAs were placed in Gary, Anderson, and Richmond. Goals during the third year consisted of continuing to recruit volunteer workers, providing workshops for the community regarding food banking, making visits to and providing technical assistance to agencies receiving food, and helping in the establishment of emergency food pantries.

During this, the fourth year of the project, second VISTAs were added in Bloomington, Evansville, Terre Haute, and Fort Wayne. A total of 13 VISTAs are currently helping the affiliate food banks throughout Indiana by organizing food drives to help raise food for distribution through the food banks, helping to establish resource support groups which raise funds and equipment as needed, and helping to plan major annual events which raise food, money, and community awareness.

In four years our VISTAs have accomplished much. The number of agencies belonging to the food banks throughout the state has gone from 132 to 707. VISTAs helped identify, contact, and recruit many of these organizations. At least 3,397 volunteers have been recruited to work at one of the food banks in Indiana, contributing a total of 12,603 hours of free labor (which has included warehouse work, truck driving, visiting member agencies, typing, filing, bookkeeping, soliciting food and money, etc.), providing the equivalent of at least $29,921.19 in labor, when valued at the minimum wage rate of $3.35 per hour. The actual value of this donated labor is far greater, however, and cannot be determined due to the special skills involved in much of the work. VISTAs have been responsible for many of the grants obtained by some of the food banks, and for much of the donated equipment, supplies, and food. In fact, during the current project year, a total of over 172,000 pounds of food has been generated for use by the hungry in Indiana directly as a result of VISTA efforts in establishing food drives and through direct solicitation. Over $23,000.00 in grants has been obtained through the efforts of the VISTAs. Equipment and supplies obtained through the efforts of the VISTAs have included everything from paper products and other office supplies to refrigeration equipment. In addition, through the work of the VISTAs, a statewide equitable access system for distribution of food available from corporate donors through the Second Harvest National Food Bank Network has been created. This system is unique and assures the participating food banks of a fair share of nationally generated product based upon the poverty population within the geographic area served by each affiliate bank.

VISTAs are often called upon to do more than just the tasks to which they agree as specified in the workplan. I know this also from firsthand experience. VISTAs are willing to do this, in my experience, in large part because of the satisfaction they receive from contributing something of value. What they offer is themselves, and money is not the reason.

The average age of VISTAs at our project at present is 34. Our VISTAs come from varied backgrounds. Some are college graduates, others have not yet completed high school. Our oldest VISTA is 59, our youngest is 25. Yet they all share a concern for this country and its poor, and demonstrate this daily. With their dedication to eliminating hunger, our VISTAs provide a community link that reaches from the top of the corporate structure to the streets, where the homeless depend upon soup kitchens for their one daily meal.

We at Gleaners try to assist our VISTAs in their career development. In the four years of our project we have had a total of 32 VISTA volunteers in the 13 positions allocated. Thirteen of these 32 are still VISTAs. This leaves a total of 19 VISTAs who have since gone on to other activities. Ten have been hired onto the staffs of food banks in paid positions as a direct result of their experience and training gained while working as VISTAs. One more has been hired onto the staff of a community action agency as director of food programs. And one more has taken the title of director of a food bank as a non-paid volunteer. One conclusion that can be drawn from this is that, thus far, over half of all the VISTAs from our project have been able to gain full-time employment in a field directly related to, and because of, their work as VISTAs. I cannot speak for other VISTA projects, but I feel very proud of this fact concerning our food bank.

We in Indiana are fortunate to have an excellent State ACTION office and staff, and also to have an excellent and supportive Regional office in Chicago in Region V.

Nationally, I have witnessed mixed support coming from Washington, as directors of VISTA have come and gone during my five years of association with VISTA. Within the past year I have seen an increase in support from Washington, and, speaking on behalf of our VISTAs and other project supervisors, I hope this trend continues. This increase in support has manifested itself in increased technical aides--recruiting manuals, posters, brochures, etc. These are welcome, and are long overdue, especially since ACTION has turned over to the sponsoring organizations many of the responsibilities of recruiting and training VISTAs, but, up until this point, has not been providing the additional support for these increased responsibilities.

I would like to see an increase in the public awareness efforts on the part of ACTION. Such a significant program as VISTA needs to be placed before the American public on a broad scale. Although Peace Corps is a familiar agency to most Americans, VISTA is not...even though VISTA volunteers make a more direct impact on our own country. Young people especially need to know about the existence of VISTA. I would like to see a return to nationwide recruitment of VISTA volunteers alongside local recruitment, which would offer sponsors a greater choice of applicants with increased skills. I would like to see an increase in the living allowance paid to VISTAs, some of whom now receive less than the poverty income level.

I would like to see public recognition given to our VISTA volunteers. They, as well as soldiers, sailors, Congressional representatives, and others who serve their country, deserve appreciation and respect. Last year we witnessed the 20th anniversary of this great program with only silence from ACTION in Washington. This hurt many of us deeply, but not enough to keep us, with assistance from Friends of VISTA, from organizing our own celebration in Indiana. Our governor and the mayors of many of our cities proclaimed October 12th as "VISTA Day" in honor of the contributions VISTA volunteers have made during the past twenty years in Indiana.

I'm sure that all of us present here today would like to live in a world, a country, free from poverty and its resultant evils. The VISTA program is one of the least costly, most directly beneficial programs our government has to assist the poor. In spite of Federal budget concerns, this program needs to have adequate funding, and this means a funding floor which will enable VISTAs to carry on their necessary work, and counteract the already drastic cuts the program has endured over the last four years.

VISTA gives many people in our country today a meaning for their lives. It provides hope for many more who receive the indirect benefits as a result of the efforts of the VISTAs.

I thank God for having given me the opportunity to have served as a VISTA volunteer. And I thank you for letting me present my views about the reauthorization of the program.

Craig Brenner
2/24/86

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Photocopies of Proclamations Issued by Governmental Officials In Honor of "VISTA Day" in Indiana, 20th Anniversary of VISTA Program.

1. Robert D. Orr, Governor of Indiana.
2. Robert N. Stewart, Mayor, City of Columbus, Indiana.
3. William H. Hudnut, III, Mayor, City of Indianapolis, Indiana.
4. Clifford D. Arnold, Mayor, City of Michigan City, Indiana.
5. P. Pete Chalos, Mayor, City of Terre Haute, Indiana.

A MEMBER OF THE
SECOND HARVEST NATIONAL FOOD BANK NETWORK

STATE OF INDIANA

EXECUTIVE DEPARTMENT
INDIANAPOLIS

Executive Order

PROCLAMATION

To All To Whom These Presents May Come, Greeting:

WHEREAS, Volunteers In Service To America (VISTA) is a national volunteer program established by Congress in 1964; and

WHEREAS, the purpose of VISTA, a part of the federal agency, ACTION, is to eliminate and alleviate poverty and poverty-related problems in America; and

WHEREAS, since its inception, more than 30,000 volunteers from all walks of life, all age groups and all geographical areas have served in VISTA; and

WHEREAS, more than 2,500 VISTA Volunteers are serving through 500 sponsoring organizations nationwide; currently, in Indiana, 44 VISTA Volunteers are serving through five sponsoring organizations; and

WHEREAS, in honor of the 20th Anniversary of VISTA, October 12, 1985, has been designated by the ACTION Staff, VISTA sponsors and current and past VISTA Volunteers of Indiana as VISTA Day;

NOW, THEREFORE, I, Robert D. Orr, Governor of the State of Indiana, do hereby proclaim October 12, 1985, as

VISTA DAY

in the State of Indiana.

IN TESTIMONY WHEREOF, I have hereunto set my hand and caused to be affixed, the great seal of the State of Indiana, at the Capitol, in the city of Indianapolis, this 23rd day of September, 1985.

Robert D. Orr

BY THE GOVERNOR: ROBERT D. ORR
Governor of Indiana

Edwin J. Simcox

Edwin J. Simcox
Secretary of State

Proclamation

To all to whom these Presents may come, Greetings:

WHEREAS: this year marks the 20 anniversary of Volunteer in Service to America, VISTA; and

WHEREAS: VISTA is a national volunteer program established by Congress in 1965; its purpose being to eliminate and alleviate poverty and poverty-related problems in America; and

WHEREAS: since its inception, more than 80,000 volunteers from all walks of like, all age groups and all geographical areas have served in VISTA; VISTA is a part of ACTION, the federal volunteer agency - this agency administers 10 programs and involves more than 370,000 volunteers of every background and economic circumstance; and

WHEREAS: during the past 20 years many VISTA volunteers have served in Bartholomew County, and have been involved in a wide variety of projects, including Eastside Community Center and Head Start; and

WHEREAS: on October 12, the Indiana ACTION State staff, Indiana VISTA sponsors, and current and past VISTA Voolunteers plan to celebrate the 20th anniversary of VISTA in Indianapolis; and

NOW THEREFORE, I, Robert N. Stewart, Mayor of the City of Columbus do hereby proclaim October 12, 1985 as:

" VISTA DAY "

in this community in recognition of the many thousands of volunteers in service to America.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the City of Columbus to be affixed this 4th day of October.

Signed Robert M Stewart

MAYOR ROBERT N. STEWART
CITY OF COLUMBUS, INDIANA

CITY OF INDIANAPOLIS

WILLIAM H. HUDNUT, III
MAYOR

PROCLAMATION

"VISTA DAY"

OCTOBER 12, 1985

WHEREAS: ACTION is a federal volunteer agency which administers ten programs and involves more than 370,000 volunteers of diverse backgrounds and economic circumstances; and

WHEREAS: Under the auspices of ACTION, Volunteers In Service To America (VISTA) is the national volunteer program which was established by Congress in 1964 in an effort to eliminate and alleviate poverty and poverty-related problems in America; and

WHEREAS: Since its inception, more than 80,000 volunteers from all walks of life, including low-income individuals, all age groups, and all geographical areas have served in VISTA; and

WHEREAS: Presently, more than 2,500 VISTA volunteers are serving through five hundred sponsoring organizations nationwide with forty-four VISTA volunteers serving the State of Indiana through five sponsoring organizations, which include thirteen volunteers serving Marion County through four sponsoring organizations; and

WHEREAS: On this day, it is fitting that the citizens of Indianapolis join with the Indiana ACTION State staff and Indiana VISTA sponsors as well as the current and past VISTA volunteers to celebrate the 20th Anniversary of this valuable organization:

NOW, THEREFORE, I, William H. Hudnut, III, Mayor of the City of Indianapolis, do hereby proclaim October 12, 1985, as

"VISTA DAY"

in Indianapolis, and call upon all citizens to join with me in saluting this outstanding organization and its many dedicated volunteers for their service toward the betterment of our City, State, and Nation.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the City of Indianapolis to be affixed this 23rd day of August, 1985.

William H. Hudnut

WILLIAM H. HUDNUT, III, MAYOR

City of Michigan City
Indiana

Proclamation

WHEREAS, Volunteers In Service to America (VISTA) is a national volunteer program established by Congress in 1964. It's Purpose is to eliminate and alleviate poverty and poverty-related problems in America; and

WHEREAS, Since its inception, more than 80,000 volunteers from all walks of life (including low-income individuals), all age groups and all geographical areas have served in VISTA; and

WHEREAS, Presently, more than 2,500 VISTA Volunteers are serving through 500 sponsoring organizations nationwide. In Indiana, 4[illegible] VISTA Volunteers are currently serving through five (5) sponsoring organizations. Thirteen (13) of these VISTA Volunteers are serving in Marion County through four (4) sponsoring organizations; and

WHEREAS, VISTA is a part of ACTION, the federal volunteer agency. This agency administers 10 programs and involves more than 370,000 volunteers of every background and economic circumstance; and

WHEREAS, This year marks the 20th Anniversary of VISTA. On October 12, 1985, the Indiana ACTION State staff, Indiana VISTA sponsors and current and past VISTA Volunteers plan to celebrate in Indianapolis this special anniversary.

NOW, THEREFORE, I, Clifford D. Arnold, Mayor of the City of Michigan City, Indiana, do hereby proclaim October 12, 1985 as

VISTA DAY

in Michigan City, Indiana, and call upon all citizens to observe and join in the celebration of this event and recognize the vital contributions made by this group.

Dated this 20th day of September, 1985.

Signed: Clifford D. Arnold
Clifford D. Arnold, Mayor
City of Michigan City, Indiana

ATTEST: ____________________
City Clerk

OFFICE OF THE MAYOR
City Hall
17 Harding Avenue
Terre Haute, Indiana 47807
812-232-9467

P. Pete Chalos, Mayor

PROCLAMATION

WHEREAS; under the auspices of ACTION, Volunteers In Service To America (VISTA) is the national volunteer program which was established by Congress in 1964 in an effort to alleviate poverty and poverty-related problems in America, and

WHEREAS; since its inception, more than 80,000 volunteers from all walks of life, including low-income individuals, all age groups, and all geographical areas have served in VISTA, and

WHEREAS; presently, more than 2,500 VISTA volunteers are serving through five hundred sponsoring organizations, which include six volunteers serving Vigo County through three sponsoring organizations, and

WHEREAS; on this day, it is fitting that the citizens of Terre Haute join with the Indiana ACTION State staff and Indiana VISTA sponsors, as well as the current and past VISTA volunteers to celebrate the 20th Anniversary of this valuable organization.

NOW, THEREFORE, I, P. Pete Chalos, Mayor of the City of Terre Haute, do hereby proclaim October 12, 1985, as

"VISTA DAY"

in Terre Haute, Indiana, and call upon all citizens to join with me in saluting this outstanding organization and its many dedicated volunteers for their service to the City, State, and Nation.

In WITNESS WHEREOF, I have hereunto set my hand, and caused the GREAT SEAL of the City of Terre Haute to be affixed, this 10th day of October, in the year of Our Lord, one thousand, nine hundred and eighty-five.

P. Pete Chalos

P. Pete Chalos, Mayor
City of Terre Haute

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Narrative Summaries from Quarterly Reports to ACTION
Gleaners Food Bank VISTA Project
First Three Quarters of Current Project Year

A MEMBER OF THE
SECOND HARVEST NATIONAL FOOD BANK NETWORK

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Gleaners' VISTA Project Narrative Summary May, June, July, 1985

The past quarter was the beginning of the 4th year of Gleaners' VISTA project. Thus began a new workplan emphasizing food development activities and resource mobilization through establishment of resource support groups and annual events at each affiliate foodbank served by VISTA(s). At the end of the quarter, 5 new VISTAs were added, giving us 14, until the scheduled termination of one during the month of August.

The new goals and objectives required the VISTAs to work on a different aspect of foodbanking than they had previously concentrated on, for the most part. First quarter activities consisted primarily of research -- finding out groups and individuals to contact and recruit for food drives or to serve on the resource support groups. As is always the case, each affiliate foodbank is at a different developmental level, and, therefore, some VISTAs are still doing some of the tasks that other VISTAs have completed successfully.

The newest affiliate foodbank, the East Central Regional Indiana Food Bank in Anderson, officially opened on July 19, 1985. This in itself was the culmination of the efforts of two VISTAs. The current VISTA there has been recruiting Member Agencies (14, with 20 more potential agencies contacted during the past quarter), obtained volunteer workers through the Private Industry Council Summer Youth Program and the UAW/Delco Remy job bank, as well as lining up workers assigned by the Community Justice Center; she and the former VISTA have also sought and succeeded in getting the foodbank status as a United Way agency starting in 1986. A community-wide food drive is being planned for Thanksgiving week. A brochure containing information about the foodbank is in the developmental stage. Two groups have been lined up to do food drives, and three persons have been recruited for the resource support group thus far.

The foodbank in Richmond, the Eastern Indiana Food Bank, saw the successful efforts of the VISTA there to locate and secure a warehouse. This culminated almost a year of effort. The VISTA there also has been recruiting volunteers, preparing the warehouse, assembling freezer and refrigeration units, soliciting the community for supplies and equipment, and putting together the resource support group. One canned food drive is planned thus far, to take place during a "Street Festival," and a list of groups to contact for food drives has been assembled. Two people have b-en identified for the resource support group thus far. As is the case in Anderson, the presence of a VISTA in Richmond has been perhaps the single biggest factor in furthering the development of the foodbank.

The Southern Indiana Food Bank in Columbus continues to strive, through the efforts of the VISTA there, to reach a status of independence from Human Services. The new food bank board is about ready to submit its 501 (c) (3) application to the I.R.S. This in itself is quite an accomplishment for the Columbus food bank. The VISTA also recruited two new Member Agencies in an outlying county, and has three more potential agencies; identified nine prospective food donor companies (brokers and packing companies) and six large wholesale grocers, and contacted two retail stores which were receptive to the idea of donating; recruited several volunteers for two commodity distributions, which the VISTA coordinated; and he met with the editor of the newspaper in Columbus regarding an article which soon will appear. The Columbus food bank food drives are planned for the public schools, and the board is serving as resource support group.

In Fort Wayne, the VISTA helped to line up two food drives, one as a part of the "Bread and Jam" Concert (see accompanying newspaper article), and the other to take place in a local store. Through the efforts of the VISTA and the new Director, the food bank there now has over 100 Member Agencies. This has given the VISTA a great responsibility in providing information to all the agencies in meetings and through the newsletter. She also schedules all the volunteer workers, maintains the warehouse, maintains daily records of food in and out, and is responsible for daily, weekly, and monthly reports. She is still working on beginning a resource support group, and has not yet started planning for an annual event (although the "Bread and Jam" Concert may turn out to be the annual event eventually), and the addition of a second VISTA in Fort Wayne will definitely help the food bank there, which has experienced phenomenal growth.

The VISTA in Gary put together a letter announcing his intention of collecting canned foods, and the drive resulted in 451 pounds of canned foods being collected by the North West Indiana Food Bank. He also has had food drives at the Lake County Government Complex and at a local food store, with limited success. He appeared on the radio with the director of the food bank and appealed for food donations, and has lined up three groups thus far which will have food drives. He has found 5 people to serve on the resource support group thus far. He has planned a skating party at a local skating rink in which people bring canned food donations. The VISTA also helped in the design of a new brochure for the food bank. There are now 57 food pantries which belong to the North West Indiana Food Bank, many of which became Member Agencies because of the efforts of the VISTA.

The Tri-State Food Bank in Evansville is another food bank that has experienced rapid growth, and the VISTA there has been an integral part of this process. She helped draft a letter and form a committee for food solicitation, they have compiled information on food brokers in the area, and one has agreed to serve on their board of directors. Bumper stickers soliciting donations to the food bank have been placed on coffee cans which are being distributed throughout the area. The RSVP program provides a fork lift driver to the food bankwhenever a truck comes from Gleaners, and this was lined up by the VISTA.She also has lined up twice a month donations from one company, and a swim or skate in exchange for canned goods at a local park, with the canned goods going to the food bank. She has arranged for the children at Bible School to bring in canned goods at several participating churches, and sent a letter to the Evansville Grocers Manufacturers Association with what she calls positive results. She is organizing a resource support group from among volunteers provided by Second Chance, a local agency, and she serves on the CROP Walk planning committee, which will raise funds for the food bank through pledges in October. Thus far, eight groups have been lined up which will have food development activities, and fifteen people have been lined up for the resource support group. The VISTA also serves on the Evansville Area Council of Churches Hunger Task Force.

Narrative Summary, Page 3

The VISTA in Bloomington at the Hoosier Hills Food Bank planned two fundraising activities which will take place in August, a booth at the Monroe County Fair, and a rummage sale. A committee of board members, along with three volunteers lined up by the VISTA, has been formed to act as Resource Support Group, and they have sent out letters asking for donations in exchange for special membership certificates. The VISTA and Director of the food bank held a meeting with representatives of the local labor unions, and the unions decided to have food drives for the food bank. In addition, the VISTA is planning a year of food drives, with different competitions each month between similar groups, beginning in September. City employees will be competing against County employees during the first month, followed by sororities against fraternities, and different factories against each other during subsequent months. Noble Romans Pizza now gives pizzas to the food bank regularly, and this is the result of the efforts of the VISTA and another food bank worker.

In Terre Haute, the VISTA at Chatholic Charities Food Bank obtained donated business cards for the food bank, and the regular donation of paper products (which can be used by many residential agencies). She has been working primarily on food development activities, and has secured a promise of regular food donations from Pillsbury. She has gotten regular egg donations from several local egg farmers, lined up three different fraternities and sororities for canned food drives, and has begun a sustaining membership drive, to raise funds. She is planning to have at least one canned food drive at Indiana State University games beginning this fall. The VISTA has contacted Kroger stores in the Terre Haute area about having regular food drives in the stores for the food bank, and this may utilize grocery bags with the food bank's name and information on them instead of the store's; this is still in the planning stages at present. She has also been doing research into poverty statistics in the Illinois counties served by the Terre Haute food bank, in order to increase the percentage allocation of food for the Terre Haute food bank.

The VISTA in Indianapolis will be completing her year of service on schedule during August. She has been gathering information for the new VISTA in order to help identify people and groups which may help Gleaners. She held a workshop in May which was well-attended by representatives of several potential Member Agencies, and she has continued to act as liaison between the food bank and Member Agencies. In addition, she has been speaking to groups of Senior Citizens about the food bank, and has given tours to many groups and individuals who want to see how Gleaners works. We at Gleaners will miss her when she completes her year of service.

In addition to their individual successes at their affiliates, the VISTAs were fortunate in receiving assertiveness training during their July meeting in Indianapolis by Leslie Seldon of Family Services Association of Indianapolis. The VISTA Supervisor benefited from attendance at two conferences during the quarter, the VISTA Supervisors' Conference, and the Second Harvest Eight Annual National Food Bank Conference, held in Washington, D.C., May 19th through 23rd.

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Gleaners' VISTA Project Narrative Summary — Aug., Sept., Oct., 1985

During this, the second quarter of the current workplan, progress was made at each foodbank by the 13 VISTAs assigned to the project. Statewide at the food banks, at least 72,923 lbs. of food were collected as a direct result of the efforts of the VISTAs, as a result of food drives held by schools, churches, at least one university, city and county employee groups, private organizations, and gleaning of fields by volunteers. This figure does not tell the story of individual successes, however. One VISTA in Ft. Wayne, for example, has lined up donations of food on regular weekly trips to grocers and farmers which amount to donations there of over 2,000 lbs. of groceries per week and an average of 2,500 lbs. of produce per week to the Ft. Wayne food bank. In Gary, the VISTA has taken volunteers to glean leftover produce from the fields of farmers, and this has resulted in 25 tons of produce for the food bank there during this quarter. The schools in Columbus donated 2,200 lbs. of canned foods during one food drive there, while the schools of Evansville donated 7,500 lbs. during their food drive. The real story here isn't numbers, but the success that the VISTAs have had in reaching potential donors, and in letting the communities know that they can do something to assist those right in their own localities.

Many more food drives have been lined up. At least 15 more are planned, thus far, for the coming quarter, in addition to the committment from the Indianapolis Public Schools to hold food drives in as many as 80 schools in the Indianapolis area. Also, at the present time, a statewide food drive is being held by the Kroger stores, which also may result in a sizeable cash donation by that company to the Second Harvest Food Bank Network. The results of this drive will not be known until the conclusion of this month.

Annual events were held in several locations during this quarter, many of which (held in Gary, Bloomington, Indianapolis, Evansville) were held on or during the week of Oct. 16, which is World Food Day. The events in Indianapolis and Evansville were a dinner and luncheon, respectively; in addition, food drives in both places raised public awareness about the food banks and about hunger. In Gary, a food drive on World Food Day focused attention on the food bank there, but the real fund-raiser is planned for this, the 3rd quarter. Bloomington was the receiving point for the world-wide teleconference held on World Food Day, and the VISTAs there organized activities held all day at Indiana University for the entire community. (Columbus participated as a co-sponsor and the VISTA there assisted in this.) Bloomington also began a year of food drives with a kickoff event on Sept. 15th, a food bank festival, attended by city and county officials, who each vowed that their employees would raise more food than the other group. (An annual food bank rummage sale in Bloomington, third annual event of this quarter, raised $534.00.) In Richmond, the annual event was a square dance sponsored by a local square dance company along with a food drive. Fort Wayne hosted a concert by the Fort Wayne Philharmonic. Terre Haute and Anderson plan to have their annual events in the spring.

Resource support groups have been formed in each location except Columbus, with differing degrees of success. Most troublesome is the requirement of a specific number of people (10) per group. In Evansville that number has been exceeded, where 15 people are acting as a core group. Other food banks have found success working with smaller groups, with from 4 to 6 people being the average. In any case, resources are being identified by the groups, and they are helping each food bank. In Columbus, the newly-formed board is acting as resource support group, while in the other locations combinations of board members working with volunteers serve as support groups.

In addition to goals and objectives outlined in the workplan, VISTAs still recruit and train volunteers for other needs. This quarter, 101 volunteers were so recruited by the VISTAs, mostly to assist in picking up food from food drives, and in sorting and distributing food at the warehouses. At VISTA meetings in Indianapolis in September, VISTAs began developing an evaluation document, to be used at the end of the project year, to evaluate the project. A brief report on the status of each food bank and the activities of the VISTAs at each food bank follows.

In Richmond, their new warehouse is now operational, and member agencies are now picking up food, though the freezers and coolers are not yet completely operational. The VISTA has organized volunteers to assist in setting up the warehouse, and has recruited 3 more new member agencies. He was a guest on a program on Trinity Broadcasting Network which was viewed by a half-million people, during which he represented his food bank and food banking well.

Bloomington VISTAs established the annual events already discussed (rummage sale, world food day, and festival), organized a resource support group, and have taken on more and more responsibilities of operating the food bank on a day-to-day basis as the director of the food bank there approaches the end of her pregnancy and turns over more responsibilities to them.

In Ft. Wayne, over two tons of food come in to the food bank each week, due in large part to the efforts of the VISTAs. The food bank there set a goal for itself of bringing in 1 million pounds of food in 1985, and they already have reached 800,000 lbs., with the holiday season still to come. They now have 120 member agencies.

In Indianapolis, the VISTA has done an outstanding job of lining up food drives. She will be terminating on Nov. 23rd, and she will be missed.

In Terre Haute, the VISTAs have succeeded after months of trying by getting the Pillsbury Corp. to donate regularly. The first donation was in the amount of 710 lbs. of food. They also found a donor to donate paper products for use in their office on a regular basis, and the same donor also donated business cards for the food bank and its staff, and repairs their copier, all free of charge. One VISTA also had proofs donated (valued at $300.00) for use in printing grocery bags with a message to donate food to the food bank. The VISTAs there also remodeled the food bank's warehouse, and designed a new office for the food bank.

Anderson, newest food bank, is developing rapidly. They have already had one food drive at a Pacers-Pistons exhibition game in Anderson, and their support group is developing a jingle to be used on the radio commercials for the food bank. The food bank may be receiving a sizeable amount of allocation money from the United Way campaign, and recently received another grant from the Indiana Dept. of Aging and Community Services of $15,000.00. Both the current and former VISTAs in Anderson may soon be paid employees of the food bank.

Columbus had a successful community-wide food drive because of the efforts of the VISTA there, and has had extensive publicity in the local paper, also because of the VISTA. This has done much to help give the food bank its own identity, after being started by Human Services, Inc. The VISTA also helped organize the CROP walk.

Evansville's VISTAs have been busy. Schools, churches, and supermarkets have been lined up to do food drives, and many individuals have assisted the food bank with donations of time and money. VISTAs also assisted in organizing the local CROP Hunger Walk, which raised approximately $8,000 (25% of which will stay in the Evansville area for use by food pantries.)

Gary's food bank has benefited from its VISTA by the over 25 tons of food gleaned, the food drive on World Food Day, the 6 more food drives he lined up, the 10 volunteers he recruited, and the community awareness about the food bank that he has generated.

Mayors of Indianapolis, Columbus, and Evansville proclaimed Oct. 16th or that particular week as World Food Day or week (see attached press clippings) as a result of requests from VISTAs in those cities. Gov. Orr also issued a proclamation. The food banks are receiving considerable media attention now, and our VISTAs are an important reason for this, which brings increasing community support.

THE GLEANERS
FOODBANK OF INDIANA, INC.
1102 East 16th Street • Indianapolis, IN 46202 • (317) 925-0191

Gleaners VISTA Project Narrative Summary Nov., Dec. 1985, Jan., 1986

During the third quarter of Gleaners' VISTA Project, VISTAs made significant contributions toward the foodbanks to which they are assigned. At least 103,593.6 pounds of food were collected statewide as a direct result of the efforts of the VISTAs, through food drives by public and private organizations. In addition to this food, the Indiana Affiliate Food Bank Network, and the Second Harvest Food Bank Network, were benefited by a campaign by the Kroger Supermarket chain, which held a well-publicized food drive and donated money directly to the Second Harvest Network (see attached newspaper articles). The large amount of food generated during this quarter can also be attributed to the traditional spirit of giving which Americans manifest every year during the months of November and December. The efforts of the VISTAs have been partly responsible for channeling this spirit of giving toward the foodbanks, and food, money, and in-kind donations at each VISTA site were the result.

A total of at least 40 food drives are planned for the last quarter of the VISTA project, statewide. As of the end of this quarter, an annual event of one kind or another has been held, or is planned, at each site. Terre Haute received printed grocery bags for distribution during the first week of March (a sample bag is attached). The total work involved in designing and printing the bags was donated as a result of one of the VISTAs assigned to the Terre Haute foodbank, Carin Bailey. Distribution of the bags is currently projected to take place annually. The annual event in Anderson is scheduled to take place during March, and will consist of a huge, city-wide food drive, March 9 - 15 (see attached information). In Columbus, volunteers of the foodbank were recognized and honored during an event in December. The "Skate for the Hungry" in Gary raised both food and money. Other annual events have already been held in Bloomington, Evansville, Fort Wayne, Indpls., and Richmond. Resource support groups assisted the foodbanks at each location. In Columbus, the board continues to act as the resource support group.

VISTAs also recruited and trained at least 68 volunteers during the past quarter. These volunteers helped in many ways, including picking up local food donations, helping in the warehouses, making Thanksgiving and Christmas food baskets for the needy, and even designing local foodbank logos (Columbus) and repairing foodbank equipment (Richmond, Evansville). VISTAs have also assisted in recruiting new Member Agencies, helping to push the current statewide total to 707. The remainder of this project narrative summary consists of reports about specific VISTA project sites and accomplishments.

A MEMBER OF THE
SECOND HARVEST NATIONAL FOOD BANK NETWORK

The foodbank in Anderson continues to develop. A major food drive is planned for March. During the past quarter, food drives were held at several GM unions, at Pizza Hut locations, and at several high school basketball games, resulting in 11,864 pounds of food. Donations were secured from churches and individual contributors, resulting in about $800.00. At least $200.00 of this money was the result of a concert of several church choirs. The former VISTA at the Anderson foodbank is still serving as the director of the foodbank. The possibility exists that the current VISTA may be hired onto the staff of the foodbank there.

In Bloomington, the Director of the foodbank took a two month maternity leave, and one of the VISTAs acted as Director during her absence. During this time she appeared at public forums and represented the foodbank well. The two VISTAs accomplished a great deal during the past quarter, almost too much to summarize. Some of their accomplishments included establishing a program to allow handicapped high school students to work at the foodbank, writing a food bank shopping guide, lining up 17 groups to do food drives, attending meetings of the CROP Walk organizing committee (which has scheduled a CROP Walk for April 19th), lining up 2 permanent food donors, securing the donation of and picking up 28 Christmas turkeys for needy families, organizing the "Hunger Bowl" (see attached info.), attending a workshop on grant-writing, writing issues of the foodbank's newsletter in the manager's absence, and helping to set up food drives and collect food from several organizations (Hoosier Hills Chapter of American Business Women's Association, General Electric, Alpha Phi Omega, INPIRG). In addition, their contacts with three organizations (RCA, Panhellenic Association and Inter-Fraternity Council of I.U.) resulted in cash conations totaling $1,820.00.

The foodbank in Columbus is more organized than ever, in large part due to the successful attempts of the VISTA there to get a working board of directors established. The VISTA publicized the Kroger food drive locally, resulting in 425 pounds of food which, with the assistance of volunteers he recruited, became 50 Thanksgiving baskets for needy families. The VISTA also assisted in the distribution of USDA commodities, also finding volunteers to help in that work. An additional 410 pounds of food were donated because of the VISTAs efforts in the public school's.

A new VISTA began during the past quarter in Indianapolis, continuing development efforts which had been initiated by the former VISTA, bringing in a total of at least 5,431 pounds. Several food drives are continuing on an on-going basis. She also has several fund drives continuing, which have brought in at least $332.00 thus far, and have helped to involve many people in the community. Four more groups are lined up to do food drives during the last quarter.

VISTAs in Evansville brought in 25,200 lbs. of food from a variety of sources and food drives, helping the foodbank there to achieve its highest yearly total of food disbursed to date, 590,000 lbs. They developed at least two new permanent food donors (of fresh produce and bakery products), organized food drives, planned more food drives for the coming quarter, and obtained volunteers who have been both driving the forklift in the warehouse, and repairing it when needed. They also assisted in fund development: $538.00 in donated money arrived as the result of the CROP Walk held earlier in the year, an event one of the VISTAs helped to organize in the Evansville area. They are currently following through on a proposal to a major corporation to assist in financing a newly purchased 20' truck.

The VISTA in Gary was instrumental in bringing in both food and money donations during the past quarter. The "Skate For The Hungry" was held, which brought in $562.90 in cash and 52 pounds of food. Although this event did not produce as much food as some other events, it was valuable in terms of public relations, and has helped to increase the visibility of the foodbank. A total of $32,458.25 was raised during the quarter, and although the VISTA did not raise it all personally, he was involved in the entire process and assisted the group responsible for securing those resources. He has lined up from 10 to 15 more groups to do food drives during the coming quarter.

VISTAs in Ft. Wayne have helped that foodbank to become second in size to Gleaners in the state of Indiana. During the quarter they were responsible for bringing in at least 40,000 pounds of food between them through contact regularly with food producers, wholesalers, and retailers, as well as through food drives they organized. An enclosed photo shows one of the VISTAs with the mascot of the Komet Hockey team on the night of Dec. 29, 1985. Food donations were solicited at this game. VISTAs also recruited new agencies, visited senior citizen group homes to make them aware of the benefits of foodbanking, and lined up more groups and individuals for food donations in the future.

The VISTA in Richmond terminated early during his second year this quarter, after helping the foodbank there achieve its start. He was hired by the Community Action Program there, where he will continue to work on food assistance, foodbanking, and commodity distribution. During the quarter he recruited more member agencies, brought in 787.6 pounds of food, obtained valuable equipment for the foodbank (shelves, a desk), recruited volunteers who will be giving a benefit concert for the foodbank, planned another food drive for March, and was a featured speaker at the 5th anniversary event of the Circle You Help Center.

Several food drives were organized and held in Terre haute by the VISTAs. These, along with food donations by companies, brought the total of food brought in through VISTA efforts there to 4,424 pounds. They also planned an open house event for the coming quarter, recruited volunteers, obtained donations of paper products for use by the foodbank (envelopes, letterhead stationary), obtained donated labor to repair the copier, and continued a regular program of food solicitation. Perhaps the most significant accomplishment by any VISTA was Carin Bailey's success with the grocery sack idea. She obtained the artwork, prints, ink, and labor for the 500 sacks which were printed. It is now possible that a major grocery chain will take the idea and begin to do a food drive which will ultimately benefit foodbanks and the hungry in more than just the community of Terre Haute.

The work of all the foodbank VISTAs is greatly appreciated and continues to be necessary in order for us to obtain food, resources, and community awareness and support.

Mr. HAYES. Ms. Mager.

Ms. MAGER. Thank you for the invitation and opportunity to testify today before the Select Education Subcommittee. I am pleased to be here as you begin consideration of the reauthorization of the Domestic Volunteer Service Act, and in particular the VISTA Program.

My name is Mimi Mager, and I am the executive director of Friends of VISTA which is cochaired by Sargent Shriver and George Romney. Since 1981, Friends of VISTA has led the effort to preserve, protect, and promote the VISTA Program.

This past June, Friends of VISTA, not VISTA, celebrated VISTA's 20th anniversary. This was a particularly joyous occasion since the conventional wisdom was that the administration would not allow the VISTA program to live long enough to celebrate its 16th birthday.

VISTA and the low-income people it serves has suffered tremendously over the past 5 years. VISTA has felt the sharpest edge of the budget-cutting ax. Since 1980, the budget has been slashed from $34 million to $18 million today, up from its fiscal year 1983 level of $11.8 million. Furthermore, the number of volunteers has plummeted from its zenith of nearly 5,000 to 2,600 today.

By the end of this fiscal year, there will be only 1,700 VISTA volunteers in the field. VISTA has had five different directors since 1981. Until recently, ACTION, VISTA's parent agency, ceased all recruitment, publicity and public awareness efforts in support of the program. It pains me to say that despite all of our work, the public perception is that VISTA is either dead or a credit card.

The new Director of the ACTION agency, Donna Alvarado, has visited VISTA projects and VISTA volunteers. Like others who experience the program firsthand, she, too, is a VISTA supporter. The administration has finally ended its battle to phase out or kill the VISTA program. Now it is time for all of us to focus on rebuilding VISTA and providing the program and volunteers with the support necessary to enable VISTA to live up to its full potential. In my view, the 1984 series of amendments made to the Domestic Volunteer Service Act significantly contributed to VISTA's survival, revival and betterment. I hope that the 1986 amendments will have an equally positive impact.

There are three items specifically relating to the VISTA program and the reauthorization that I'd like to comment on now, and others are included in my written testimony. First, and perhaps the single most important provision in the bill that needs to be maintained and increased, is the VISTA funding floor.

But through this committee's past efforts, this lifesaving funding provision would have been stricken from the act. As you know, the funding floor sets VISTA as a priority title 1 program, and insures that VISTA first receives a certain minimum funding level prior to providing funds for other title 1 programs deemed to be less important than the VISTA program.

The VISTA funding floor is not a new concept. Since the inception of the Domestic Volunteer Service Act in 1973, the floor has been a critical provision within title 5 of the act. In large part, VISTA is alive today because of the guarantees provided to the program by virtue of the VISTA funding floor.

Moreover, the VISTA floor in no way jeoparidizes the Older American Volunteer Programs as some have suggested. In fact, the three Older American Volunteer Programs/Directors Associations, especially the RSVP association, have continually been supportive of this provision. The President's fiscal year 1987 budget submission provides further evidence of why Congress must continue the floor and protect VISTA. The President's request would restore the funding of all the ACTION agency programs to their pre-Gramm Rudman level, all that is except VISTA. VISTA would not only be forced to live with its Gramm Rudman cuts, but would take another cut on top of it.

The agency demonstration programs, once again, fare better than VISTA, even though no one seems to know exactly what these programs are doing in fiscal year 1986 or what they plan to do in the future.

Friends of VISTA is recommending an increase over the fiscal year 1986 volunteer service year floor level in each of fiscal years 1987, 1988 and 1989. In addition, we are recommending a slight increase in VISTA's authorization level in fiscal years 1988 and 1989.

Second, Friends of VISTA urges the subcommittee to strengthen the VISTA authorization language to insure that VISTA service opportunities are made available to the broadest range of citizens. They should not be restricted exclusively to the community, city or State in which a VISTA applicant resides. Third, we recommend that ACTION be required in law to conduct VISTA public awareness and recruitment efforts at the national, State and local level.

I would now like to present you with a brief overview of how VISTA has developed and share with the subcommittee the results of two surveys Friends of VISTA recently conducted of VISTA hunger and literacy projects.

Finally, I want to leave you with a sense of the frustration and disillusionment encountered by potential VISTA volunteers today. Since 1965, more than 80,000 Americans from all walks of life, economic backgrounds, geographic areas, education levels and ages have served as VISTA volunteers. They've provided millions of low-income people with an opportunity to bootstrap their way out of poverty. For many who enrolled in VISTA 20 or so years ago, VISTA represented their first exposure to community service as well as to poverty.

For a significant number of low income, locally recruited volunteers, VISTA service represents a first chance to become problem solvers rather than be identified as a problem. VISTA volunteers have played a key role of facilitators, motivators, and catalysts of financial and volunteer resources at the local level.

The Friends of VISTA's survey which hopefully will become a part of the record includes many examples of the cost effectiveness of the programs and the accomplishments of VISTA in these areas.

The Friends of VISTA survey also identified the downside of the VISTA Program as it's currently administered. Over half of the projects that responded said that they had difficulty recruiting VISTA volunteers; 90 percent said that they would not maintain their present level of activity without VISTA; 88 percent of the projects wanted increases in media and public awareness efforts for the VISTA Program and for their projects; and 72 percent said that they would benefit from VISTA volunteer recruitment and publicity campaigns and materials.

VISTA volunteers today have no sense that they are part of a national program. Instead, they identify exclusively with their local sponsoring organizations. VISTA has received little support or recognition from VISTA at the national level and have little or no contract with Washington headquarters, except for a paycheck.

Young people, in particular, have suffered the most from ACTION's refusal to conduct VISTA national recruitment efforts. Today, far too few leaders are standing up, speaking out, and urging young people to consider a career in public service or contribute a year or two of their lives to helping those in need.

I believe that students, if provided with incentives and encouragement, would respond to a genuine call for service if it was made loudly, clearly, and purposefully. Friends of VISTA applauds the work of Dr. Bok and the scores of other university presidents affiliated with the Project for Public and Community Service and organizations such as Campus Opportunities Outreach League.

These groups are clearly paving the way for increased student participation in meeting the needs of America's disadvantaged. Rather than encouraging and enabling the broadest range of citizens to serve as VISTA volunteers, as mandated under the law, the ACTION agency has created stumbling blocks that act as disincentives for VISTA service. It's not easy to become a VISTA volunteer today. One must have the skills of a detective and the patience of a saint.

Mr. Chairman, the word needs to get out loud and clear, potential volunteers and potential VISTA sponsoring organizations that VISTA is alive and well. VISTA service opportunities need to be encouraged for the young, the old, the wealthy, and the poor, and for the highly educated and the less educated, to use their skills in service to the poor and disadvantaged wherever they may be needed.

In closing, Friends of VISTA applauds this subcommittee for what it has done in the past. We urge you to reauthorize the VISTA Program and the ACTION Agency for another 3 years. America's underprivileged and forgotten must be assured that VISTA will not only survive, but succeed in its efforts to combat poverty.

Thank you for the opportunity to share our views with the subcommittee today.

Mr. HAYES. Thank you.

[Prepared statement of Mimi Mager follows:]

PREPARED STATEMENT OF MIMI MAGER, EXECUTIVE DIRECTOR OF FRIENDS OF VISTA

Thank you for the invitation and opportunity to testify today before the Select Education Subcommittee. I am pleased to be here as you begin consideration of the reauthorization of the Domestic Volunteer Service Act, and, in particular, the Volunteers In Service To America (VISTA) program.

My name is Mimi Mager and I am the Executive Director of Friends of VISTA. Friends of VISTA is co-chaired by Sargent Shriver and George Romney and was formed in early 1980 in conjunction with the 15th anniversary of the VISTA program. Since 1981, Friends of VISTA has led the effort to preserve, protect and promote the VISTA program. Friends of VISTA works very closely with VISTA sponsoring organizations throughout the country as well as with thousands of former VISTA volunteers and other friends of the VISTA program.

This past June Friends of VISTA -- not VISTA -- celebrated VISTA's 20th anniversary. Tribute was paid to the over 80,000 Americans who as VISTA volunteers so willingly and selflessly have given a year or more of their life in service to the impoverished and disadvantaged of this nation. This was a particularly joyous occasion since the conventional wisdom was that the current Administration would not allow VISTA to live long enough to celebrate its 16th birthday. As the New York Times article on the event reported. "VISTA is the Agency that will not die ... Despite the best laid plans for its demise, VISTA hangs on."

Today 33.7 million Americans live below the poverty level and another 12 million live only marginally above that level. VISTA and the low income people it serves have suffered tremendously over the past 5 years. VISTA has felt the sharpest edge of the budget cutting axe. Since 1980, VISTA's budget has been slashed from $34 million to $18 million today -- up from its FY 83 level of $11.8 million. Furthermore, the number of volunteers has plummeted from its zenith of nearly 5000 to 2600 today. By the end of this fiscal year, there will be only 1700 VISTA volunteers in the field. The VISTA program has had 5 different Directors since 1981. Until recently, ACTION, VISTA's parent agency, ceased all recruitment, publicity, and public awareness efforts in support of VISTA. It pains me to say that despite all of Friends of VISTA's work, the public perception is that VISTA is either dead -- or is a credit card.

The new Director of the Action Agency, Donna Alvarado, has visited VISTA projects and volunteers. Like others who experience the VISTA program firsthand, she too is a VISTA supporter. The Administration has finally ended its battle to "phase out" or kill the program. Now it is time for all of us to focus on rebuilding VISTA and providing the program and VISTA volunteers with the support necessary to enable VISTA to live up to its full potential.

In my view, the 1984 series of amendments made to the Domestic Volunteer Service Act significantly contributed to VISTA's survival, revival and betterment. I hope that the 1986 amendments will have a equally positive impact.

Chairman Williams and Members of the Subcommittee, there are a few items related specifically to the VISTA program and the reauthorization of the Domestic Volunteer Service Act that I would like to comment on. Since neither the Administration nor the Committee has introduced a specific bill for consideration at this time, it is my hope that as you develop the legislation you will seek the input of VISTA sponsors, private voluntary groups and other organizations and individuals that are keenly interested in this bill. Permit me to make six recommendations at this time.

First, perhaps the single most important provision in the bill that needs to be maintained -- and increased -- is the VISTA funding floor. But for the committee's past efforts this life-saving funding provision would have been stricken from the Act. As you know, the funding floor mechanism sets VISTA as the priority Title I program and ensures that VISTA first receives a certain minimum funding level prior to providing funding for other Title I programs deemed to be less critical and less important than VISTA.

The VISTA funding floor is not a new concept. Since the inception of the Domestic Volunteer Service Act in 1973, the floor has been a critical provision within Title V of the Act. It has remained through friendly and unfriendly Administrations. The VISTA floor is a essential provision. In large part VISTA is alive today because of the guarantees provided to the program by virtue of the funding floor. When ACTION tried to reduce funding below the floor level, Congress and the Government Accounting Office forced the restoration of VISTA funding. Moreover, the VISTA floor in no way jeopardizes the Older American Volunteer Programs included in Title 2 of the Act, as some have suggested. In fact, the OAVP Directors Associations, especially the RSVP Association, have continually been supportive of this provision.

The President's FY 87 budget submission provides further evidence of why Congress must continue the floor and protect VISTA. The President's budget request would restore the funding of all of the ACTION Agency programs to their pre-Gramm-Rudmann levels -- all that is except VISTA. VISTA not only is forced to live with its Gramm-Rudman cut, but takes another cut on top of it. The Agency demonstration programs once again fared far better than VISTA even though no one seems to know what these programs are doing in FY 86 or what they plan to do in FY 87.

Friends of VISTA is recommending an increase over the FY 86 2400 volunteer service year VISTA floor level in each of fiscal years 87, 88, and 89. Currently, the VISTA funding floor is 28% below the authorized level. In addition, we are recommending a slight increase in VISTA's authorization level in fiscal years 88 and 89.

Second, Friends of VISTA urges the subcommittee to strengthen the VISTA authorization language to ensure that VISTA volunteer service opportunities are made available to the broadest range of citizens. VISTA opportunities should not be restricted exclusively to the community, city or state in which a VISTA applicant resides. Friends of VISTA strongly believes that volunteers should be placed where their skills could best be applied to address poverty and poverty-related problems.

Third, we recommend that ACTION be required in law to conduct VISTA public awareness and recruitment efforts at the national, state, and local level.

Later on in my testimony, I will expand upon the reasons Friends of VISTA thinks that points 2 and 3 are so important.

Fourth, Friends of VISTA is recommending that both the positions of the VISTA Director and the Older American Volunteer Programs Director be made Presidential appointments, requiring Senate confirmation. As previously mentioned, VISTA has been subject to five different directors over the past 5 years. Far too few of them had any experience in volunteer or anti-poverty programs or a commitment to the VISTA program. It is our hope that by upgrading these positions it will become easier to attract more qualified and experienced individuals and thereby give the programs the stature they rightfully deserve.

Fifth, Friends of VISTA recommends that the current requirment in the law for biennial evaluation of ACTION programs be maintained. As you know, Mr. Chairman, this too was an amendment made in 1984. The Director stated that the Administration is recommending changing this to require evaluations only on an as needed basis. Evaluations of VISTA have been far too infrequent and incomplete. The last comprehensive evaluation of VISTA was conducted in 1979.

I believe that the law was amended in 1984 to address a specific problem; and, in my view, this problem has yet to be fully corrected. For the first time the initial stages of a VISTA evaluation are underway. Now is not the time to relax an essential requirement in the 1984 law.

Sixth and finally, Mr. Chairman, if you are considering a literacy initiative within the Domestic Volunteer Service Act, Friends of VISTA urges you to put it in the VISTA section of Title I. VISTA is the federal government's only full-time domestic anti-poverty program working to stop the cycle of illiteracy, poverty and hopelessness.

An expanded VISTA literacy corps could build on literacy initiatives currently underway by over 640 VISTAs at 112 projects in nearly every state. Given the recognized success and cost effectiveness of these efforts, there is no need to create new and more costly bureaucratic mechanisms. We fear that such unnecessary steps might jeopardize, rather than enhance, the strides VISTA has made in combatting illiteracy.

The current economic and political climate will in all probability prevent any substantial influx of new federal resources to address illiteracy. However, through VISTA the federal government is able to make a relatively minuscule financial contribution that has a tremendous return in both financial and human terms.

In considering this matter, we hope that you will seek the advice of the broadest range of organizations and institutions that are involved in literacy related initiatives and have experience with VISTA and other ACTION Agency programs.

Having just outlined Friends of VISTA's recommendations, I would now like to present you with an overview of how VISTA has developed over the past two decades. I also want to share with the committee the results of 2 surveys Friends of VISTA recently conducted of VISTA hunger and literacy projects. Finally, I want to leave you with a sense of the frustration and disillusionment encountered by potential VISTA volunteers today.

Since 1965, more than 80,000 Americans from all walks of life, economic backgrounds, geographic areas, educational levels and ages have served as VISTA volunteers. They have given a hand up rather than a handout to the nation's poor. They have provided millions of low income people an opportunity to "bootstrap" their way out of poverty. VISTA is one federal program that has always represented the human side of government, emphasizing self-help, citizen participation, voluntarism, and anti-poverty service in meeting the needs of low income people at the local level.

For many who enrolled in VISTA 20 or so years ago, VISTA service represented their first exposure to community service as well as to poverty. For a significant number of low income locally recruited volunteers, VISTA service represented a first chance to become problem solvers, rather than to be identified as the problem. In so many cases both the volunteer and the community changed for the better as a result of VISTA. For many the VISTA experience opened doors and broadened horizons previously unavailable or unexplored.

VISTA volunteers have played a key role as facilitators, as motivators, and as catalysts of financial and volunteer resources at the local level. They have helped forge partnerships between anti-poverty organizations, corporations, and foundations. They have also strengthened partnerships between various government agencies, religious institutions, low income individuals and families in neighborhoods throughout the country.

After 20 years of dedicated service, America can be proud of VISTA's extraordinary record of addressing unmet human needs. VISTA volunteers have helped create employment programs, shelters for the homeless, health clinics, low income agricultural cooperatives, battered women's centers, food pantries, literacy education programs, and "sweat equity" housing initiatives. VISTA volunteers have worked side-by-side with the mentally and physically disabled, low income seniors, Native Americans, migrant farmworkers, refugees, and other disadvantaged groups to enable them to become more self-reliant. Many of these projects never would have gotten off the ground or have been so successful without VISTA's involvement.

VISTA continues to demonstrate the ability to respond to newly emerging issues and needs. Before homelessness was in the headlines, VISTA volunteers were organizing shelters. While a national debate raged over the extent of hunger among Americans, VISTA volunteers were putting together food banks. While the recession was at its peak, VISTA volunteers were working in job referral programs and establishing job banks to deal with the unemployment problem. And long before the plight of the illiterate was recognized as a national crisis, VISTA volunteers were initiating literacy outreach efforts and recruiting and training volunteer tutors in the poorest of American communities.

Since 1979, the ACTION Agency has not conducted an evaluation of the effectiveness and impact of the VISTA program, despite a legislative mandate to do so. As a result, there are no official figures on VISTA's track record in these areas. The last ACTION survey conducted showed that on the average each VISTA volunteer generated approximately $24,000 in public and private sector resources to benefit the community in which he or she served and recruited an average of 15 volunteers to assist in project activity. A goal of every VISTA project from day one is the institutionalization of the project within the community once VISTA assistance is phased out. The last ACTION survey also showed that more than 75% of all VISTA projects were carried out by the community after the volunteers left the project.

Friends of VISTA recently conducted a survey/evaluation of all VISTA projects focusing on the problems associated with illiteracy and hunger. Approximately 90% of those responding indicated that they could not maintain their present level of activity without VISTA and could not expand their work without VISTA.

Let me share with you three of the many examples of VISTA's impact on illiteracy, hunger and unemployment. Each of these represent an area highlighted for further VISTA involvement in the 1984 amendments to the law. We can all take pride in the following VISTA achievements:

o In four years, VISTAs working with Literacy Volunteers of Chicago have recruited and trained 2700 community volunteers who have tutored over 4000 students. In addition, VISTAs have raised an average of $60,000 in public and private funds per year for the organization. As a direct result of the success of this Chicago project, Literacy Volunteers is now operating statewide in Illinois.

- With the help of 11 VISTAs assigned to their project, Oregon Food Share dramatically increased the amount of food distributed to the hungry throughout the state from 2,000,000 to 15,000,000 pounds. Oregon Food Share VISTAs recruited and trained 430 community volunteers who work 4-8 hours a week with local food banks. In addition, VISTAs were directly responsible for the development of 9 new Oregon food banks.

- Over a two year period, VISTA volunteers assigned to the Spanish Coalition for Jobs in Chicago generated 398 jobs for previously unemployed people at an average salary of $10,000 per job. The VISTAs also trained and placed nearly 100 low income women -- many of them single heads of households and welfare mothers -- as clerk-typists.

The Friends of VISTA survey also identified the downside of the VISTA program as it is currently administered. Over half of the projects that responded to our hunger questionnaire and nearly half of the literacy projects that responded said that they had difficulty recruiting VISTA volunteers.

The 4 top factors cited by VISTA project supervisors for the difficulty were:

1) The VISTA living allowance was insufficient to support applicants on a full-time basis;
2) It was difficult to identify motivated individuals with the requisite skills;
3) The lack of publicity and general awareness of VISTA at the national or local level impeded recruitment efforts;
4) There was insufficient time to recruit qualified volunteers.

88% of the projects responding wanted increases in media/public awareness efforts for VISTA and their project. 72% said they would benefit from VISTA volunteer recruitment and publicity campaigns and materials. Well over half of the respondents said they would benefit from additional ACTION assistance in referrals of perspective applicants.

VISTA volunteers today have no sense that they are a part of a national volunteer program. Instead, they identify nearly exclusively with their local sponsoring organization. VISTAs have little or no contact with VISTA headquarters in Washington -- except for a paycheck. They receive little support or recognition from VISTA at the national level.

I fear that far too many people are getting into VISTA today because it's the only job or the best job available. They are not necessarily the best qualified for the position or committeed to anti-poverty volunteer service. VISTA was never intended to be a low income employment or job training program. If things aren't reversed, that's just where it might be headed.

Young people in particular have suffered the most from ACTION/VISTA's refusal to conduct national recruitment efforts. The problem today is that far too few leaders are standing up, speaking out, and urging young people to consider a career in public service or contribute a year or two of their lives to help those in need. I strongly believe that students, if provided with incentives and encouragement, would respond to a genuine call for service if it was made loudly, clearly and purposefully.

Friends of VISTA applauds the work of the Dr. Bok and scores of other University Presidents affiliated with the Project for Public and Community Service and organizations such as Campus Opportunities Outreach League. These groups are clearly paving the way for increased student participation in meeting the needs of the America's disadvantaged.

Rather than encouraging and enabling the broadest range of citizens to serve as VISTA volunteers -- as mandated under the law -- the ACTION Agency has created stumbling blocks that act as disincentives for VISTA service. It is not easy to become a VISTA volunteer today. One must have the skills of a detective and the patience of a saint. The lack of general knowledge about VISTA's continued existence has had a negative impact on both potential volunteers and VISTA sponsoring organizations.

Mr. Chairman, the word needs to get out loud and clear to potential volunteers and potential VISTA sponsoring organizations that VISTA is alive and well. VISTA service opportunities need to be encouraged for the young and old, the wealthy and the poor, for the highly educated and less educated to use their skills in service to the poor and disadvantaged wherever they may be needed.

In closing, Friends of VISTA applauds this subcommittee for what it has done in the past. We urge you to reauthorize the VISTA program and the ACTION Agency for another three years. America's underprivileged and forgotten must be assured that VISTA will not only survive, but succeed in its effort to combat poverty. Thank you for the opportunity to share our views with the subcommittee today.

Mr. Hayes. Mr. Manning.

Mr. Manning. I thank you very much, Mr. Chairman, and the committee for asking me to be here today. I would like to echo the sentiments expressed by the previous speaker in commending the subcommittee for its militancy regarding the cause of humanitarian efforts in the United States, and by extension perhaps, by our good example throughout the world.

It is interesting that President Bok's demographic data used the word "glut" which I believe one can use if one is the president of Harvard. It is somewhat difficult for me as a professor at a land-grant institution that he uses it so glibly.

Nonetheless, there is quite common demographic data that there is this glut of doctors and this glut of teachers, and it is very, very interesting, that in those two particular areas of human service, that strikes me as being the very heart of the matter.

There would be those who would say, for example, and typically this would be our response that we should reduce the numbers of students going into medicine and going into teaching, and I would argue quite to the contrary which I think strikes at the issue of this matter. It seems to me that what it is they are going to do with their skills, what it is they're going to do with their human resources strikes as being the very heart of the VISTA effort, and as an association of some 250,000 members, in 90 countries throughout the world, we enthusiastically support and applaud and are grateful for the efforts which VISTA has made here in the United States and by their good example to other nations around the world, that such humanitarian efforts should continue.

There is no need for me here to document the status of literacy in the United States. That is well known. I do, however, believe that there are two major areas of concern. One is the international concerns related to illiteracy which may not be within the purview of this committee. Nonetheless, it is my very considered judgment that there are inadequate resources available worldwide to resolve that worldwide problem of illiteracy which 50 percent of the world is in that particular condition.

Here in the United States, however, there is another matter, and regardless of the data used, I believe very, very strongly that in the United States, we do, in fact, have the resources available to eradicate illiteracy and to do so now.

It is a matter of national commitment, it seems to me. Resources are there and available now. I would like to see at least the subcommittee and members of the subcommittee evaluate and reflect upon these two emphases which I am placing related to the matter of literacy in the United States and the conditions which illiteracy engenders related to poverty.

One, I would like to see much closer relationships between VISTA and VISTA volunteers and the over 1,000 reading councils which the International Reading Association has in the United States. I would be more than pleased to see a VISTA volunteer working very closely and cooperatively with our volunteer organizations which are found in every geographic mile in the United States. We have the resources in these local councils.

I think those resources need to be galvanized, and I would submit for your review that VISTA is an agency that can galvanize and direct those efforts in a massive outreach. I say that in this cooperation between VISTA and the local councils, because I do think that there are some areas in the United States where that particular cooperative effort would work very well.

There are, however, some places in the United States, and I will mention them, every major American city, major parts of Texas for example, I will mention Star County, TX, the San Joaquim Valley in California, for example, where the human resources and the skill resources may not be available. That is to say where the International Reading Association and our local councils does not have the necessary geographic outreach nor the necessary skills available to resolve those problems of illiteracy.

Therefore, I would hope that the subcommittee would entertain and again reflect upon the establishment of a literacy corps which would operate in very close cooperation with VISTA or, in fact, be VISTA volunteers. Such a literacy corps could be highly trained to address the major problems of illiteracy which exists in the United States where the local resources of the International Reading Association and its councils may not be available for effective resolve of those particular conditions.

I believe and support every observation that has been made today. I believe, and I speak here as a professor at the largest single campus, land grant university in the United States, the University of Minnesota. I believe our young people are, in fact, dedicated to the resolve of problems of human conditions. I believe what they lack is leadership, and I believe that that leadership lack resides right here in Washington, and until that particular leadership is clearly apparent to the young people of this Nation, we will get no massive commitment on their part to resolve these abhorrent human conditions that exist in this country when no such problem should exist at all.

Indeed, when we resolve the problems in this country, I would hope that by a good example and global outreach, we will resolve the problems that exist in other parts of the world so that all of us will remain now and forever free and in peace. I thank you, Mr. Chairman, for this particular opportunity.

Mr. HAYES. Thank you very much for your testimony.

[Prepared statement of Richard Manning follows:]

PREPARED STATEMENT OF DR. JOHN MANNING, PRESIDENT, INTERNATIONAL READING ASSOCIATION

Mr. Chairman and members of the Subcommittee on Select Education, I am Dr. John Manning, President of the International Reading Association and Professor of Education at the University of Minnesota. The International Reading Association is a professional society of over 63,000 members and 1200 affiliate councils interested in reading, reading education and the promotion of literacy. The combined membership is well over 250,000. My involvement in reading and literacy encompasses classroom teaching, teacher education, program development, university teaching, parent involvement and the development and testing of instructional materials. I am pleased to be testifying before you on the reauthorization of Volunteers-In-Service-To-America (VISTA), and the possibility of creating a Literacy Corps within that structure.

As I have testified before, there are too many illiterate Americans. The estimates that 10% to 25% of the adult populace are illiterate are difficult to document. However, data now being collected by the National Assessment of Education Progress to report on literacy of young adults will most likely report a range of reading skill levels among various populations. Clearly, many individuals can not read even simple words, others cannot read well enough to fully benefit from and contribute to our society, while others need to read better to be able to work more effectively. Whatever the results of the national survey, there will still be high concentrations of illiterates among many groups of Americans.

There are many reasons why individuals are illiterate. Some of these reasons include: schools without adequate finances can not offer specialized services, teachers not fully trained in reading, nutritional and physical problems, the need for students to focus on the daily welfare of their families, problems related to improper diagnoses and assessment of reading needs among handicapped learners, poor student motivation, and societal attitudes about the importance of reading and the reading habit. In brief, illiteracy is an unfortunate reflection on our schools, our communities and ourselves.

Now, after months of Congressional study, it is time to discuss solutions, not only how to prevent the cycle of illiteracy, but also to remediate those who need further education. Today my testimony will cover one step towards building a more effective remediation program.

There are many federally funded programs designed to help illiterate and functionally illiterate individuals. Among them are the Adult Education Act, the Job Training and Partnership Act, the Vocational Technical Education Act, and others. The current federal impact is inadequate. The Adult Basic Education Program is not able to fully meet the needs of individuals seeking services. Many of the state directors of adult education have reported that they cannot serve all the students who seek their assistance. The Job Training and Partnership Act only works with adults for only a few months, and thus is working with the best of those in need. The Vocational Technical Education Act, with its potential impact on many community colleges and literacy components at the secondary level has not changed the focus of the program from job skills to job- related literacy skills.

The work of the private sector volunteer programs, while effective in many places, does not have the capacity to deliver services in all of the towns and cities that require literacy programs.

The reason for this hearing, the creation of a Literacy Corps is a step towards: developing a wider capacity within the VISTA program, motivating more individuals to join in the movement for a literate America, building the capacity volunteer and institutional literacy providers to offer services, and making a national commitment that literacy is a goal. Practically, a Literacy Corps would provide a basis for a national drive that is locally based to reduce the numbers of illiterate adult Americans at a low cost.

A Literacy Corps could:

1) Train individuals to be outreach workers.

One of the problems in working with adult illiterates is finding them, counseling them to attend a program, and helping them to negotiate the literate world to simply find the training center. Also, the outreach worker can follow-up with the adult learner as the program progresses and problems develop.

2) Train individuals to be teachers of adults who are illiterate.

Working with adult illiterates is different from working with children and other adult learners. Training Literacy Corps members in how to teach a specific group of learners, adult illiterates, would increase the rate of success through specialization.

3) Train individuals to train others.

Most tutors know that training makes a difference. A caring instructor without skills is not going to teach an adult how to read. A caring instructor, with materials and professional resources can have an impact. Many literacy programs need a skilled individual who can supervise tutors.

4) Train individuals to develop literacy organizations.

The development of locally based resources into an effective, long term program requires skill and training. The Literacy Corps could assist in developing coordinated training and using existing resources. These resources can include: local media, community colleges, training programs, volunteer and community based offerings.

5) Train individuals to work with private, volunteer, community, and public organizations.

In every community there are schools, industries and people who care. Building a coalition to identify, and meet the needs of the community requires special knowledge and ability. Further this special knowledge would be more than simply the standard adult learning program; it should include knowledge of government, economics and business. Internationally, some of the most effective literacy programs are those that emphasize economic development both for the individual and the community.

6) Train individuals who can develop materials at the local level.

Since the emphasis of change is both the individual and his community it is important that the programs have the ability to generate their own materials. Communities exist within this country with very particular learning needs, urban areas, rural areas, reservations, language different. While the process of learning is the same, the way material is presented does make a difference. As Tom Sticht reported to the Congress at an earlier hearing on Literacy in America, individuals seem to learn to read faster when they have prior background knowledge of the material to be mastered.

7) Train individuals who can make use of technology.

The computer is a learning tool. Software programs can be developed, modified and used to teach adults how to read. This, however, takes time and training.

The Literacy Corps that I am proposing would be more then just a group of people to teach literacy. The Literacy Corps, like any other Corps would be comprised of individuals who are dedicated and skilled in a range of abilities. The matching of the individual Corps member with the Community would be a massive task. But the solutions would be identifiable and implementable. Many communities currently have literacy programs, but they need more. Usually they even know what they need for their next steps. A Literacy Corps would provide them with a reservoir for potential growth, as well as a place for local governments, schools, industries, volunteers, and community based groups to go to discover what the options are.

Mr. Chairman, the concept of a Literacy Corps is exciting, and its implementation could make a noticeable difference. I look forward to working with you and your committee to improve this concept.

Thank you.

Mr. HAYES. I'd like to say to all the witnesses, I do have a few questions, and I'd like to have you respond to them. One, I will have asked, but I think you should know that the Congress has already conceded to the fact that the floor of VISTA should be maintained.

I know all of you spoke about the floor, at least three out of the four. The questions I really want to ask, recommendations have been made that the VISTA Director's position be a Presidential appointment. How will this benefit the program? Any one of the four that want to respond to that.

Ms. MAGER. I think that would be extremely beneficial to the program. As I mentioned, VISTA has had five different directors over the past 5 years. I would recommend that not only the VISTA Director, but the Director of the Older American Volunteer Programs as well be Presidential appointments.

I think that by upgrading those positions, it will be easier to attract people who are more qualified, who have greater experience and will give the programs the stature which I think they rightfully deserve.

I think it also would show that Congress and the public really support the VISTA program and consider it to be a very important national program.

Mr. HAYES. Anyone else care to elaborate on that point?

If not, my second question is it was noted earlier that ACTION has recently issued a poster and brochure to promote the VISTA program. Given the fact that VISTA is the Federal Government's only full-time volunteer antipoverty effort, do you think that a poster and brochure are effective in conveying the appropriate message about the nature and the scope of the program?

Ms. MAGER. Anyone else? First, I would comment on the poster which has been referred to as the Calvin Klein jeans ad. The poster is a silhouette, the backside of a male in a pair of jeans and an undershirt with a jean jack thrown over the shoulder with a patch that says "VISTA".

I'm concerned that while we certainly want to recruit young people into the program, and everyone has said that today, that for this to be the first and only VISTA poster that is issued, it really doesn't convey to the public that VISTA is an antipoverty program nor does it convey the type of service opportunities that VISTA provides.

Also, I want to express a concern that had been mentioned earlier, that that poster does not have a toll-free number or any other vehicle for people, even if they see the poster, are motivated to become a volunteer and want do something about it.

Second, while I applaud the agency for producing a brochure and poster, in light of the absence of any sort of promotional materials for VISTA over the past 5 years, I'm concerned that the brochure emphasizes VISTA as a community program.

It's a community program in that it operates in communities, but opportunities for service were not intended to be restricted. If you look at the brochure, it talks about service in your community. It lists ACTION State offices, and no national office or phone number where you could call if you're interested to say, here are my skills, put me where they could best be used.

Mr. HAYES. Anyone else?

Mr. BRENNER. I tried to indicate in my statement that I also agree that it would be worthwhile for ACTION to develop a pool of people that were interested in serving as VISTA volunteers and a sponsor, such as our food bank, if we had trouble finding somebody from our localities, could get the name of the person from ACTION and work through a national recruitment effort as once was part of VISTA.

Mr. HAYES. Dr. Manning, I think your statement directed itself primarily to one of my own concerns. See, I represent a district that is 92 percent minority, most of whom attend the public school system, and many of them are disadvantaged.

This kind of program, VISTA, obviously is needed. We need volunteers. The drop out ratio for high school students now is somewhere better than 50 percent and growing. Yet you seem to indicate that your concern is for the security of our Nation too, but as we proceed toward trying to reduce the huge, huge deficit, a program such as this in many respects can be categorized as pocket change when it comes to cost, I think $17 million or $18 million.

The funds for that are not proposed to be continued, and I just wonder if you consider the education of our children as a mood of security for our Nation just as much or more so than it is in continuing to spend money in this mad arms race that we're in.

I don't want you to get into the politics that are involved so much, but I am concerned about being placed in a position where I have to make a choice as to whether or not we send money to the Contras in Nicaragua or educate children who are disadvantaged. Don't you think that is just as much security for our Nation as some of the other things?

Mr. MANNING. Yes, I certainly do, Congressman Hayes. I think that the great lessons of history have always addressed the matter of the technological goals of a people and comparable commitments to the humanistic developments of people, and if we look at the great lessons of history, they are very clear on that.

I'll tell you, a leading nation in the world certainly is threatened if one remembers history, and one simply cannot argue from a historical perspective. A commitment definitely has to be the matter of the priorities which this Nation sets for itself, and unless those priorities are humanistic, unless they are devoted to the improvement of its people, then the lessons of history are very, very clear.

You had mentioned earlier that you don't want me to get into the politics of the matter. The fact of the matter is I thoroughly enjoy it, but my calling has been less than that mobile, sir. Obviously you're correct. I recognize floors and ceilings and all that other business to, I suppose in a rather naive way, but to me, the issues are much more philosophical issues, they are much more the issues related to the priorities of a nation than they are relative to floors and ceilings in my view.

Mr. HAYES. I want to thank the panel. I think your testimony has been invaluable to our subcommittee, and let me reassure you that your entire written statements will be made a part of the record. Thank you very much for coming. This concludes the hearing of the subcommittee.

[Whereupon, at 11:53 a.m., the subcommittee was adjourned.]

[Material submitted for inclusion in the record follows:]

PREPARED STATEMENT OF JINX CROUCH, EXECUTIVE DIRECTOR, LITERACY VOLUNTEERS OF AMERICA, INC.

Literacy Volunteers of America, (LVA) appreciates the opportunity to address the Subcommittee on Select Education, concerning reauthorization and possible increase in funding for the VISTA program.

LVA requests that the following testimony be submitted as part of the official record of the Congressional hearings on the reauthorization of the Domestic Volunteer Service Act.

LVA recommends:

1. Authorization of funds for a volunteer Literacy Corps that will augment the current level of VISTA resources already invested in literacy initiatives.

2. That the Literacy Corps be included in the VISTA framework, based on the high success rate of VISTA volunteers in literacy programs.

3. That commitment to literacy be increased on the Federal level through allocation of more funds that will continue and expand the VISTA focus on literacy services.

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As a major voluntary literacy provider, as well as a primary beneficiary of resources provided by VISTA volunteers, Literacy Volunteers of America fully endorses an expanded role of the VISTA program in fostering a more literate society. VISTA has a strong record of contribution to supporting community-based volunteer literacy organizations. Nearly 25% of currently enrolled VISTA volunteers are involved in various literacy projects nationwide.

Literacy Volunteers of America, Inc. (LVA), is a national, nonprofit educational organization. Its purpose is to increase literacy throughout the United States, primarily through the use of volunteer tutors who work one-to-one with adult students. LVA focuses on adult students in a 0-4th grade reading level, who can benefit most from the individualized approach.

LVA operates 220 programs in 31 states. Affiliates work in conjunction with libraries, Adult Basic Education, correctional facilities, and social service agencies. Because LVA incorporates the philosophy that well-trained and properly supported volunteers can make a significant contribution to the problem of illiteracy, much of our resources go into the development of training materials and the provision of support services to new and existing literacy groups.

Volunteers alone cannot solve the vast problem of illiteracy. Federal resources must help pave the way for states and local communities to work together so that the quality of life can be improved for all people.

We understand there is growing Congressional interest in the concept of creating a special "literacy corps" to focus greater attention on the use of volunteer resources for literacy projects. The need for more resources is most urgent. We commend the subcommittee's interest in exploring ways to solve the mounting illiteracy crisis in the United States.

LVA recommends that the literacy corps be included within the VISTA framework. It is our program's experience that the VISTA system works, and has the advantage of nationwide recognition and accessibility to a variety of public service organizations, including national, state and local nonpro literacy groups, community based agencies, state and local departments of education, etc. Cost effective administrative structures for VISTA are already in place within the ACTION Agency and feedback from programs utilizing VISTA volunteers attest to a high rate of satisfaction.

Many volunteer literacy programs, including LVA, owe a great debt to the support of VISTA volunteers. Major contributions of VISTAS to the LVA network include organizing and publicizing volunteer literacy services, recruiting volunteers and students, community outreach and awareness efforts, fundraising and record keeping. Such functions are vital to the success of LVA programs. A majority of LVA programs are administered by volunteers. The fulltime assistance afforded by VISTAS have enabled many programs to expand beyond the part-time efforts of volunteers, greatly increasing the program's recognition and effectiveness in the community. Another important contribution of VISTA volunteers has been the consistent support to Literacy Volunteers in areas of coordinating volunteers, training, matching, and followup consultation to new tutors and students. Such efforts have helped increase the quality of LVA services, as well as the retention rate of students and tutors.

The following history of LVA's involvement with the ACTION Agency and VISTA details the important role these volunteers have played in the development and expansion of volunteer literacy services.

From 1974-78, a period of critical program and geographic expansion in LVA's history, ACTION Agency personnel enabled LVA to strengthen statewide networks and explore new areas of literacy programming. Six ACTION cooperative volunteers (ACV's), served in LVA State offices in New York, Massachusetts, Maine, Connecticut and the newly emerging affiliate in New York City.

Twenty-nine ACV's helped establish and expand literacy programs in 11 correctional facilities throughout New York State. The project involved 1,972 inmates; 801 as tutors and 1,171 as students. Because of its success the project was replicated in 5 other correctional facilities in Connecticut and Maine. ACV's again played a major role.

Literacy Volunteers of New York City (LVNYC), has utilized from 1 to 10 ACTION Volunteers every year since 1974 to operate LVA's first large urban program. The presence of VISTA volunteers has enabled the program to reach and help far more students than would have been possible without this assistance. The VISTAS have also enabled LVNYC to embark on several promising experimental projects including instruction through small groups, corporate sponsored programs, materials development, etc.

From 1978-81 Literacy Volunteers of New York State, which oversees 48 local affiliates, initiated several projects in which 26 VISTA Volunteers each year worked in communities throughout the state.

Since 1981 several other LVA State programs have relied on VISTA Volunteers to expand their goals. Currently, approximately 75 VISTAS are working in LVA networks in

Illinois, New York, Connecticut, New Jersey, West Virginia and most recently Maine.

One of the most impressive LVA/VISTA success stories is still unfolding in Chicago, IL. In October 1981, Literacy Volunteers of America began a project to establish a network of tutoring programs in the city of Chicago, using twenty VISTA volunteers. In one year the VISTA project made astonishing progress. Working with local agencies, including the YMCA, libraries, churches, housing projects and youth centers, VISTA volunteers developed fourteen tutoring sites and recruited and trained 250 community volunteers who, in turn, tutored 326 adults in basic reading and language skills.

Two years ago more than $60,000 was raised to assist the community in continuing the project after the VISTA support began phasing out. With the strong coordinating efforts of a full-time paid director, fifteen LVA reading centers have emerged in inner city locations. In the past four years, LVA Chicago has recruited and trained more than 2,700 volunteers who have tutored over 4,000 students. Fundraising efforts by especially talented VISTA volunteers have ensured the continued life and expansion of the LV Chicago program. According to VISTA Supervisor and Project Director, George Haganauer, "Everything we have is a result of VISTA."

Spinoff literacy projects resulting from training and technical assistance workshops by LV Chicago staff, also account for expanded literacy activity in the Chicago urban area. As a result, several thousand more students are receiving basic reading or English as a Second Language instruction.

Also, largely as a result of the success of the Chicago project, a VISTA investment was extended to strengthening a statewide program development plan in Illinois. Since then LV Illinois has been able to more than double its service impact statewide.

As a potentially major beneficiary of the literacy corps project, LVA would appreciate being kept informed of any progress in this area and requests the opportunity to respond to any proposed legislation resulting from these hearings.

PREPARED STATEMENT OF PETER A. WAITE, EXECUTIVE DIRECTOR, LAUBACH LITERACY ACTION

Now is the time for the Congress of the United States to boldly address the issue of illiteracy in America. The extent of the problem is well-documented: 27 million functionally illiterate adults in a country that prides itself on providing equal opportunity for all. What does this number mean? It means 20% of the adults in the United States can not read well enough to read a newspaper, understand the instructions on a bottle of medicine, fill out a job application or a social security form, decipher a lease or a phone bill, or understand and exercise their rights as citizens. Their illiteracy is a legacy of dependence and exclusion; dependence on friends and family and government to guide them through the daily pitfalls that await the non-reader, and exclusion from the opportunity to fully participate in the economic, cultural, and political life of this nation.

To an individual, illiteracy is a tremendous handicap; one that breeds frustration, anger, apathy, and alienation. To the nation, illiteracy poses a staggering burden. In an increasingly complex society, clear communication is fundamental to success in most jobs. Yet more and more employers are finding that their employees and job applicants do not have the basic skills they need. Employers can not depend on young adults just entering the job market; according to the National Commission on Excellence in Education, nearly 40% of the 17-year-olds can not draw inferences from reading, and two-thirds can not solve mathematics problems.

This nation prides itself on being founded on the principles of pluralism and participatory democracy. Yet the illiteracy of our citizens threatens our heritage. If knowledge is power, then illiteracy is disenfranchisement. Few who have encountered the barriers to participation in society caused by illiteracy have access to the information and ideas that are prerequisites to making wise choices about our nation's future. Some sixty percent of eligible voters don't go to the polls. How many of them can't read the ballot? How many don't feel invested in the political process because they can't read a newspaper or because their lack of reading skills have left them frozen out of opportunities enjoyed by other Americans? Illiteracy threatens democracy because democracy depends upon participation, and participation depends on an informed electorate.

Adult illiteracy is a massive problem. It will get worse. Each year the pool of adult non-readers is joined by over a million high school dropouts, plus countless others who have slipped through our public schools without the basic skills they need. A solution to illiteracy must be comprehensive. We can not afford to wait until our children become adults to teach them to read. But neither can we ignore the needs of adults or the very important role they play in fostering basic skills development among their children. Most educators agree that reading is most easily learned at a very early age. Studies show that children who are read bedtime stories by their parents make significantly more progress when they reach school age than children who are not.

Does that mean that literacy is "the parents' responsibility"? In part, yes. But what about the children whose parents can't read to them? Will they be tomorrow's non-readers? Or will we commit ourselves to eliminating illiteracy among adults as well as children?

What can be done? The Librarian of Congress, in his report entitled Books in Our Future, said:

> "It would be comforting to think that we could simply pass laws against illiteracy and aliteracy, but they cannot be legislated away. Their menace and their magnitude come from the fact that they are everywhere -- among among young and old, poor and rich, in cities and small towns and rural areas. As the problem is everywhere, so the solutions are everywhere. We all have the responsibility and the power -- in our homes, schools, libraries, churches, civic and fraternal organizations, businesses, labor unions -- to do something about it. Wise legislation and public funds can help, but we need a thousand efforts by every one of us and in every one of our institutions. . ."

This spirit of personal responsibility for our fellow citizens is embodied in the 100,000 or more tutors and other volunteers working to help their friends, neighbors and, often, complete strangers to learn to read and write. Laubach Literacy Action, Literacy Volunteers of America, and Lutheran Church Women's Volunteer Reading Aides are among the volunteer groups which are contributing to the effort. And they are doing a good job. Last year, some 75,000 adults received one-to-one tutoring and small group instruction from these dedicated volunteers. But it is not enough. Volunteers alone serve less than 4% of the adult non-readers in the United States. While volunteers alone can not make America a literate society, their impact can be greatly expanded.

Congress can assist this effort in two ways. First, it can build on the success of existing volunteer programs teaching adult non-readers. Second, it can foster the development of new programs and provide assistance in the coordination and management of programs.

1. Existing Programs.

   a. Adult Basic Education. Adult Basic Education programs are the foundation of adult education in the United States, and should be the first place for non-readers to go for help. In order for this to occur, ABE programs should be expanded and provided with more funds for basic skills instruction so that those adults most needing reading and writing skills can obtain assistance. Funding for ABE programs should be provided with the flexibility to ensure that a diversity of programs are available, including institutional, community-based, and volunteer efforts.

b. *VISTA*. A survey conducted by Friends of VISTA in April, 1985, indicated that VISTA volunteers have been instrumental in expanding 95 literacy projects in the United States. As of July, 1985, 573 VISTA volunteers were working in literacy programs in forty states. This represents nearly 25% of all VISTA volunteers in the country. As an example of the success of the program, Operation Mainstream, a non-profit literacy group in New Orleans affiliated with Laubach Literacy Action, has 23 VISTA volunteers working in 45 locations. They are responsible for recruiting students and tutors and establishing local literacy groups. To date, they have recruited more than 400 new tutors, and raised the number of students from 300 to 700. VISTA is a good program which could significantly increase participation in volunteer literacy groups. Congress should provide VISTA with the necessary resources to expand the number of its volunteers working in literacy.

c. *Libraries*. Through the Library Services and Construction Act (LSCA), Congress has mandated up to $5 million a year in public library literacy programs. According to the U.S. Department of Education, 334 library literacy projects have received funding for literacy programs or materials under LSCA, and 26 states currently have LSCA-funded literacy projects. California has a model program involving 27 public libraries working with local literacy groups, and Illinois and Oklahoma have recently begun similar statewide projects. Libraries are uniquely situated to contribute to the literacy effort. Each of the over 5,000 public libraries in the United States could be providing volunteers and materials to adult non-readers if this program's funding were significantly increased.

d. *RSVP*. The Retired Senior Volunteer Program is recruiting older Americans to work with literacy students. Laubach Literacy Action recently began a program to assist RSVP in this effort. Our retired people are special resources whose generosity, time, and experience should be used to their fullest. Congress should provide more funding for this program.

e. *College Work-Study*. College students, especially those studying for a teaching career, are also in a unique position to expand our literacy effort. Currently, while college work-study students *may* work in literacy projects, there is no requirement that any of the funds be used this way. Congress should designate that a percentage of College Work-Study dollars be used to enable students to work specifically in volunteer literacy programs, and it should provide incentives to colleges to encourage students to do so. Not only would adult literacy benefit, but this program would give future teachers additional experience before embarking on a teaching career.

f. *F.E.L.T.* The Federal Employee Literacy Training Program was instituted as part of President Reagan's "Literacy Initiative". To date, it has had little impact. One important aspect of the program, however, is making federal facilities available for tutoring, small group instruction, and office space. Congress should mandate that all federal facilities, where practical, provide free space for these activities, and that each Regional Office institute a program to encourage and support employees who wish to become literacy volunteers.

g. JTPA. The Job Training and Partnership Act should be amended to actively promote basic skills training for the low-level reader. Currently, the performance standards (Sec. 106) for Adult Training Programs under Title II are written in such a way as to encourage "creaming" -- taking only those trainees with the highest skill levels -- rather than addressing those who have the most need.

2. Development of New Programs.

a. Crucial to the success of the expanding volunteer literacy effort is coordination on a state level. The states with the most successful programs already have state-wide bodies performing this function. Minnesota Literacy Council, Washington Literacy, and the South Carolina Literacy Association are excellent examples of well-coordinated statewide literacy organizations. Congress should ensure that all states have a statewide Literacy Coordinating Council, representative of all public and private efforts in the state, which would be responsible for implementing a statewide Volunteer Literacy Plan to coordinate and promote the development of volunteer literacy programs.

b. Congress should also assist in the development of state and local volunteer literacy projects by providing funds for new projects and for projects which address the needs of special populations not presently being adequately served, including inner city poor, rural populations, refugees, Native Americans, and institutionalized populations. Grants for these projects should be made from a National Endowment for Literacy to be created by Congress and funded with public and private dollars, or through direct grants.

Finally, all sectors of government and all legislation should be sensitive to the literacy crisis. Just as the environmental impact of major construction projects is assessed before they begin, so should governmental actions be scrutinized for their impact on literacy. Government documents and regulations should be written in plain English, with a goal of making them simple to understand.

Eliminating illiteracy is a formidable task, but not beyond our means. As the nation's largest volunteer literacy organization, Laubach Literacy Action is proud to be part of that effort, and we are committed to working with Congress to achieve that goal.